











# Personnel Administration in Public Libraries



# Personnel Administration in Public Libraries

BY

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*With a Chapter by*

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CHICAGO

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*Dedicated with high regard  
to the Chief Librarian*

DR. GEORGE F. BOWERMAN

*and to*

THE STAFF

OF THE

PUBLIC LIBRARY OF  
THE DISTRICT OF COLUMBIA



# Foreword

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THE effectiveness of a library's service is determined in large measure by the quality of the staff. Its members convey the attitude of hospitality, encourage readers to use its resources, interpret its book collection. Moreover, the largest portion of appropriations goes into the salary roll. Personnel administration becomes, therefore, a matter of primary importance.

The field includes the selection of the staff, careful attention to working conditions, graded schemes of service, training for advancement, welfare activities and stimulation for the development of a progressive service. It includes the adjustment of conflicts of personalities, the easing of strains occasioned by ill health or personal worries and other personal factors often of a delicate nature which require individual consideration, as they may not be met by the usual procedure.

Some observations on bringing together and building up a highly qualified staff, with the conditions necessary for its effective and happy functioning, are described in the successive chapters.

The writer has had in mind service in medium-size and large public libraries; nevertheless, it is hoped that the material assembled may have some suggestions for libraries of various sizes and kinds. Certain problems will be common to all and certain principles should be generally applicable. Twenty public libraries have responded to inquiries and have furnished information which is reflected in the text and by forms, many of which are reproduced in the appendixes. The writer acknowledges with pleasure and gratitude her debt to the librarians of these libraries. Especial appreciation is due Mr. Carl H. Milam and

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the headquarters staff of the American Library Association for their generous and expert advice and assistance, and to Dr. George F. Bowerman, Miss Margaret Coulson and members of the administrative staff of the District of Columbia Public Library for their unfailing encouragement, practical aid and helpful criticism. Grateful acknowledgment is also made to Mr. G. Lyle Belsley, director, Civil Service Assembly of the United States and Canada, and to Mr. E. O. Griffenhagen for their most constructive suggestions.

The following chapters do not pretend to any completeness or finality since much of the material in them is based on the experience of one personnel officer over a considerable period of years. They are presented in the hope that they may be provocative of better and more thorough studies in this important field.

CLARA W. HERBERT

Washington, D.C.

March 1939



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# Introduction

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WHAT are the factors in librarianship which are important to consider in connection with personnel?

The profession has many outstanding advantages which make it attractive to highly intelligent, socially minded persons. The application of books and printed information to people's needs has an almost irresistible appeal to booklovers. The opportunity to participate in educational and socially constructive work, the wide contacts with all sorts and kinds of people and with the life of the community are additional attractions. There is also the opportunity for personal growth in the daily contact with books and people. Best of all, the profession is relatively young and offers plenty of scope for creative work and the present trends in our national life would indicate higher development and wide expansion of library services in the future.

On the more practical side, salaries, though not as good as those in comparable professions, are progressively improving and tenure is usually assured if the worker is efficient. Hours are not long, ordinarily 39-42 hours weekly. The stimulating and friendly association with co-workers is highly to be prized. The attitude of members of the staff, one to another, is rarely competitive but on the contrary almost always singularly generous and cooperative. A few grants-in-aid are available and the graduate library schools afford opportunities for advanced study.

Such, in brief, are the assets of librarianship and though they very much outweigh the liabilities it is important that these should be faced frankly.

Most serious of these is the pressure of work rolling up like a snowball and always far in excess of the personnel provided by

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appropriations. Hence the staff is likely to be overworked. Added to the amount of work is the strain of meeting the highly diversified demands of the public in the bad air that seems inevitable wherever crowds are served. Too often buildings are outgrown and congested with work space inadequate.

Differentiation in duties is complicated by the 12-hour public service so that highly trained workers must perform a considerable amount of routine to the exclusion of those broader contacts which are essential to the proper development of their professional work.

Qualifications of the staff are high but advancement to relatively independent positions with corresponding financial rewards is slow. Quite often methods of promotion in graded services developed from outside the library by municipal officers, in the interest of even chances for all, tend to retard the advancement of outstanding persons.

Vacations are scarcely sufficient for essential rest. Sick-leave privileges, though varying greatly among libraries, are for the most part far from generous.

Too little provision is made for the practice of scholarship. Vacations are too short to allow for it and it is often difficult even to arrange for an extended absence without pay. Sabbatical leave is granted in only a few libraries.

Some of these difficulties seem to be inherent in the service, some will be improved as greater understanding and support are received from taxpayers and some may be remedied by careful administration.

## FINDINGS AND RECOMMENDATIONS

1. That slight attention has been given to personnel administration in library circles, as evidenced by absence of literature on the subject and by the lack of adequate specialized provision for such administration even in the largest libraries.
2. That librarians may learn much from the personnel practice of progressive private enterprise as recorded in business literature, and that the literature of public administration is rich in suggestions for desirable personnel policies and practice.
3. That the assignment to some authority of the responsibility for the administration of personnel activities is a requirement of good library administration.
4. That the creation of a personnel division affords opportunity for more careful recruitment, more adequate follow-up procedure, better personal adjustment, in-service training and stimulation to high standards.
5. That the establishment of library service on a career basis clarifies the objectives of selection and in-service training and affords principles of advancement.
6. That a system in which positions are graded in accordance with their duties and responsibilities should be employed. The system should indicate the required qualifications and adopt compensation which is proper and equitable on the basis of these duties and qualifications.
7. That the subject of the basic organization of libraries should receive greater consideration and study in order that the structure may be made as simple as possible and that all activities may be properly coordinated.
8. That the modern trend of workers' participation in administrative councils needs the consideration of librarians. More democracy should be developed in libraries to avoid cleavages between staff and administration and to channelize the best thought of all members of the staff, especially of competent young librarians.

9. That definite provision should be made for the cultivation of sound thinking, objectivity and impersonality by group conferences and committee work with membership representing all levels of staff.

10. That in general public librarians do not work under conditions conducive to the best professional output. Work is carried on under too great pressure amid interruptions and confusion and with too little opportunity for concentrated and sustained intellectual effort.

11. That the public service should for the most part be conducted by those with a professional point of view but that the time and energy of professional librarians should be conserved as much as possible by clerical assistants and the employment of labor-saving devices for nonpublic work.

12. That greater attention should be paid to the conservation of the nervous force of the staff by separation of public and nonpublic duties and by provision of quiet, well-ordered workrooms and offices.

13. That librarians must have increased time and opportunity for cultural pursuits, travel and advanced professional study.

14. That welfare benefits, such as pensions, emergency loans and hospitalization, are increasingly available to librarians through nonofficial loan funds or through official funds operated by libraries or by city, county or state agencies.

15. That certification of librarians is legally required in eighteen states and that it is helpful in establishing their professional status.

16. That the present general support for a sound merit system for all public employment makes it not unlikely that libraries may before long be required to come under municipal or state civil service agencies; that it is important for librarians to anticipate such a demand by developing internally the best personnel regulations and schemes of service to offer as a basis for inclusion in any general progressive plan if and when a local agency is established and the library is included.

I

# Personnel Administration

*Nonfunctionalized*





# Organization

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ORGANIZATION is defined as "the grouping of persons for the accomplishment of desired ends." It is "not a mechanical arrangement of groups and individuals . . . . It is rather a relating of individuals so that their efforts may be more effective in the accomplishment of some purpose."<sup>1</sup>

The organization of a library is therefore of fundamental importance in the consideration of personnel administration. It is the house in which the members live their professional lives and should partake of the characteristics of a happy home. It should be well regulated, smooth running, cooperative, comfortable, in which each member of the staff may find his rightful place.

Library literature contains very little in the way of organization studies and the few published charts show such wide divergence as to make it difficult to recognize underlying principles. The lack of uniformity is quite natural as libraries for the most part have grown rapidly and have been arranged to meet immediate needs as best they could. It is difficult to build up a sound and flexible organization in the face of inadequate appropriations, roots already established and necessary consideration of personal factors. However, if certain basic principles are kept in mind, adjustments may be made from time to time to put the organization on a sounder basis. With no such recognition of desirable changes, the old errors are likely to be perpetuated.

In a small library the librarian is able to perform general duties, supervise those of others, know community needs and plan for the development of the library to meet those needs. As

<sup>1</sup>Gaus, J. M., and Others. *The frontiers of public administration*. Chicago, Univ. of Chicago Pr., 1936, p.90.

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the library grows larger or if it is located in a large community, the librarian is more and more called upon to delegate duties and responsibilities. As branches develop, service is performed in units which are geographically separated and further delegation of responsibility and authority is required.

Ultimately the library becomes an institution with highly differentiated parts, carrying on service to all ages, through departments and divisions and through branches and extension units. The librarian of necessity becomes then preeminently the deciding and planning head rather than the operating executive. The time comes also when, not only the librarian, but the higher executives as well find it necessary to delegate work to subexecutives of differing grades and kinds. For the smooth running of so varied a service, sound organization becomes essential.

One approach to the problem of organization is to show its development by a series of charts. Beginning with one showing the simplest form, namely, that in which the librarian is able to cope with the work with a few assistants, the charts continue through the successive steps described above until a fairly complete organization is shown. The charts are helpful in clarifying the services to be provided and indicating a logical development. Such a study shows the major services to be (1) the public service; (2) the administrative office, responsible for records, finances, correspondence, supplies; (3) building, covering maintenance and repair; (4) acquisitions and binding of printed matter; and (5) the catalog department.

These departments may be combined or subdivided into smaller divisions. For example, the acquisitions department may include the binding division as covering the whole physical history of the book; or one department may include all three services of acquisitions, catalog and binding. Again, the administrative office may need to be subdivided to provide for the different types of duties such as financial, correspondence, equipment. However, the services represented by these departments are

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pretty well standardized and coordination between them is not difficult.

On the other hand, when the public service is studied by itself, the matter of coordination becomes exceedingly important and difficult as the service is complex, consisting of many divisions and of branches representing various local conditions. An effective method is to create the position of librarian of the central building, similar to that of branch librarian, so that each geographic unit may have its responsible head. The problem then is to coordinate and develop the public service through these various librarians.

It is said that the chief executive should have only from three to six persons reporting directly to him. If he is burdened with detail he will have no time nor energy for those larger activities that only he can perform. He is responsible for the study of community conditions and trends and for the development of the library in accordance with them; for the recommendation of policies for trustee action; for the approval of procedures, book selection and publicity; for the securing of appropriations and expenditure of funds; the appointment of personnel; and for relations with municipal officials, community groups and citizens. If, as it is said, an institution is the shadow of the personality of its administrator, then that personality should not be cramped by narrow details but be free to give the general direction and stimulation necessary to carry out his ideals and objectives; to straighten out rough places and to give encouragement and the wise advice needed from time to time by staff members. It is only by this larger service that the chief librarian can best serve the interests of his library.

To relieve the librarian of detail and for the coordination of the work of the various units, various plans of organization are followed. In some libraries coordination is secured by the assistant librarian. This plan works well while the library is relatively small. The position is, however, primarily that of

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understudy to the librarian, his aid in general administrative problems and often as his personnel officer. Therefore with the growth in demands upon time and energy, the most that can be expected of the assistant librarian is that the recommendations of department heads clear through his office. With a large branch system, more branch librarians would be reporting needs and problems than could be satisfactorily handled by the assistant librarian.

To meet this difficulty the position of superintendent of branches is frequently created. Such a plan has various merits but one serious defect. The superintendent of branches is, by the nature of the position, a "generalist"—and the superimposing of one generalist over branch librarians who are themselves "generalists" does not give the latter the help they really need and to a certain degree takes from them a measure of responsibility and initiative. The branch librarian is or should be professionally trained and competent to handle the usual demands of his work. What he needs is the advice of persons who are specialists in various lines and who can give him advice and help in special problems, such, for example, as best methods of handling children or of working out bibliographic projects. He wishes to rely upon them for the training of his staff in reference, advisory, or children's work or literature. The branch librarian's other needs are taken care of by the heads of the administrative office, the personnel officer, the superintendent of buildings or the chiefs of acquisitions, catalog and binding divisions; each again able to help and advise out of special knowledge.

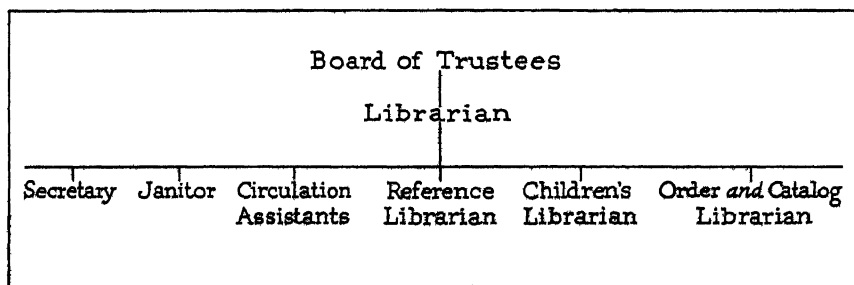
Another limitation to effective organization through the position of superintendent of branches is that it does not provide for the integration of the branch and central library service. Too often also there is conflict in instructions between the superintendent of branches and the superintendent of work with children. With the best intentions in the world, friction and confusion are apt to arise from overlapping authority. The problem

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seems to be how to obtain coordination, progressive methods and improvements of service and yet leave the operating executives, either branch librarians or division chiefs who are themselves highly trained and competent, as free as possible for responsible and creative work.

In the business world, organization has occupied the attention of leaders for many years and much may be learned from experience in this field. If, then, we turn to business experience for a solution of the problems which naturally must be inherent in any large or complex enterprise, we find that business has developed along four lines of organization. In the so-called "military" or "line" organization, authority passes directly from superior to subordinate. This form is simple and clear but tends to become rigid and to perpetuate inefficient methods. In "functional" organization the service is divided into its most important parts, each with its executive and subordinates, under general direction of the president or manager. This form has the maximum of expert direction but presents difficulties of coordination and tends to produce a narrow point of view among the chiefs. In "line and staff" organization, the manager has not only his operating executives responsible for the work of the members of their groups but also advisory and coordinating staff officers. A fourth method employs "committees" for advice.

The library ordinarily operates according to the "line," "functional" and "line and staff" types at different stages of its develop-



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ment. "Line" organization is sufficient for the small library. In chart form it could be shown as above.

The library utilizes the "functional" plan as its service grows and it becomes necessary to divide it into departments with immediate supervision delegated to their heads. "Line and staff" is the next development and seems to be the best form when the organization becomes large and complex. This form permits the necessary direction of operation through the line officers, and the staff officers bring to the service the expertness in different fields necessary for growth and improvement. "Line and staff" organization probably furnishes the best solution of the larger library's problem. The duties of line and staff officers are stated as follows in the *Handbook of business administration*, edited by W. J. Donald, 1931:

1. Line and staff are jointly responsible for performance.
2. A line officer discharges his responsibility by taking direct action; a staff officer discharges his responsibility by furnishing information and advice which he makes available to the line officer unselfishly and without thought of personal credit for the results accomplished.
3. Although staff executives are charged with responsibilities that have to do with internal administrative phases of the work in their own departments, this does not give them direct authority over the line forces in subordinate organization strata, nor does it relieve their line superiors of the basic responsibility for the results of their work.
4. The line recognizes the purpose and value of the staff and makes full use of its advice and assistance. In order that the line may properly do so, the staff must create for itself an authority of ideas, and must, by competence and tact, obtain and justify the line's confidence.<sup>2</sup>

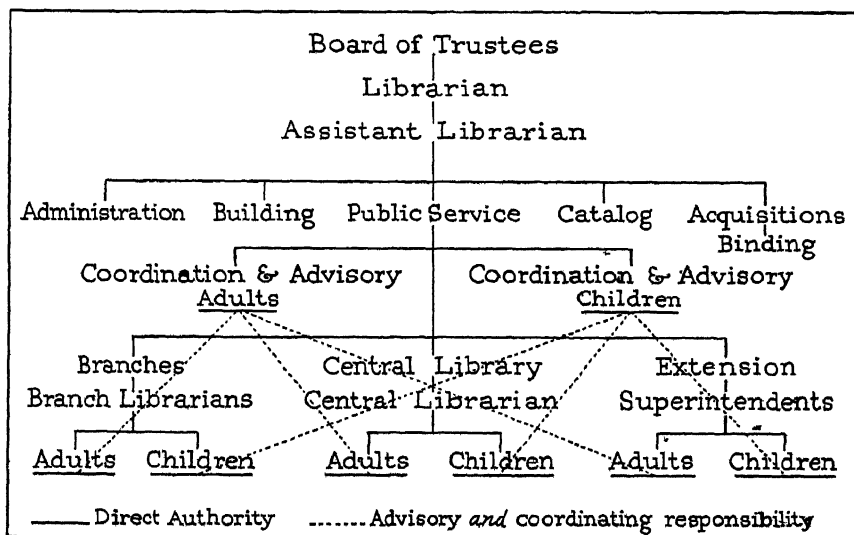
If charted, this form of organization seems to give necessary overhead and yet be simple. In the diagram below the services

<sup>2</sup>Smith, E. W. "Organization and operating principles." In Donald, W. J., ed. *Handbook of business administration*. N.Y., McGraw-Hill, 1931, p.1487.

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are carried on under immediate supervision of line officers but the public service is built up and coordinated by two staff officers; one, highly specialized in methods of work with adults and the other in work with children.

However, since they are staff and not line officers, they do not take from the responsibility and initiative of the professionally trained branch librarians and division chiefs. They bring to these operating executives the stimulus of the best thought and practice of the profession with which they are able to keep fully abreast, their knowledge of the whole library service into which the branches and divisions must fit, and a progressive point of view, difficult for operating executives to maintain under the pressure of daily duties.



Under this set-up, the public service is coordinated by the staff officers, the general routine of the library clears through the office of the assistant librarian, leaving the chief librarian free to develop the service, to establish policies, to approve procedures and

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to maintain those outside contacts which are essential if the library is to take its proper place in the community but which require much time, patience and an unstrained and liberal point of view. Nothing in this organization, however, should keep staff members from feeling free to go to the librarian and nothing should separate them from his influence.

Under direction of the chief librarian and with authority delegated by him, the duties of assistant librarian and the staff officers for the public service, in a library so organized, would be approximately as follows:

### *Assistant librarian*

1. Personnel administration
2. Studies for budget and for other administrative purposes
3. Coordination of services of major departments
4. Preliminary planning of new buildings or activities

### *Coordinators and advisers for public service—adult and children's*

1. Equitable distribution of well-selected book collection of agencies
2. Personnel training for special fields; reference and advisory and children's
3. Integration of work with adults and children and coordination of procedures of public service, central and branches
4. Adjustments to meet changing educational ideas, curricula and problems, and other community needs
5. Development of service in line with best library thought and practice in their respective fields
6. Programs for desirable publicity, bibliographic projects, etc.

The duties of the chief administrative officer, superintendent of buildings and of the chiefs of the acquisitions, catalog and binding divisions are not outlined since they are definite and relatively similar in all libraries.

It should be understood that staff officers issue no "orders" to other executives. They are advisers to the chief librarian in the development of the service. Their recommendations worked out sympathetically with central and branch librarians and division



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chiefs and from the point of view of an integrated program of adult and juvenile service, and of that of the central building and of branches, become accepted procedure only by direction of the chief librarian, or by authority delegated by him.

It may be suggested that a branch system might become too large for two coordinators to give the necessary help and advice. In that case the development would be through assistants to these officers, each with training in a special field.

The form of organization that best fits the individual library is the one that should be adopted. It should, however, be developed according to a plan and not, like Topsy, "just grow." It should at least take into account the following principles adapted from the exhaustive studies and experience of business leaders.

1. The organization should be as simple as possible; it should not be overorganized with unnecessary overhead or underorganized so that too many conflicting duties are placed on too few officers.
2. Authority must always go with responsibility; and these lines should be so clear as to be readily and generally understood.
3. Executives are of two types; those that like responsibility for the execution of work and those that like planning. While the two qualities have to be combined to a certain extent in each executive, a large library needs to provide for both types with corresponding separation of duties.
4. The organization should be built up on the basis of community needs and be sufficiently flexible to adapt itself to changing demands and conditions.
5. Personnel should be appointed to fit the known requirements of the organization rather than that the organization should fit itself to individuals. This is one of the difficulties of reorganization since libraries must naturally make the most of the capacities of present members of the staff. Yet too great consideration of these personal factors makes for an unbalanced development of the service as a whole.
6. The best organization is the one that gives the largest number of its members individual responsibility and opportunity for creative work and professional growth.

## The Chief Librarian As Leader

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THE chief librarian and the staff are engaged in a joint enterprise of a character to challenge the best efforts of each. In this partnership, the librarian furnishes the leadership to stimulate, direct and plan for the ever-widening and deepening character of the work, and the staff members, responding to this leadership, not only perform those daily duties by which the public is served effectively, but become participating leaders as well. From the last appointed page to the chief librarian, the service is a corporate one, standing or falling upon the integrity of each person's contribution.

Because of this relationship the chief librarian considers the members of his staff not employes but colleagues, and leads rather than commands. He accomplishes his purposes by an educational process which brings about cooperation naturally rather than by reliance on orders. He recognizes the aspirations of his younger colleagues as expressed by Aubrey Hill, when, in "Speaking for the younger generation," she says:

We want to belong to a profession which is recognized by others as a profession and one in which we may firmly believe as a fundamental and necessary social agency. We want to work under conditions which permit us to use such energy, ability and ideas as we may possess. We want to receive adequate salary for work well done, with time for some of the vaunted arts of leisure and study, and with the expectation that we shall be financially able to take care of ourselves in our old age. Above all, we want to help to attain significant progress in a unified and aggressive library program.<sup>1</sup>

<sup>1</sup>Hill, A. L. "Speaking for the younger generation." *Library Journal*, 60:651-53, September 1, 1935.

## *The Chief Librarian As Leader*

As their leader, the chief librarian's effort is to develop the best in his assistants, to stimulate their capacity, help them to find themselves, give dignity to their work and a sense of its vital importance to the whole service. He realizes, as Mr. Strohm has so well said, that "our best assets are the joy of the work and the happiness of the individual." In spite of his busy days the librarian keeps in touch with the work of the individual members, by reports, by visits to departments and branches, by personal conferences and by staff meetings.

Through these personal associations the staff comes in contact with the librarian's sense of justice, his impartiality, his courage. In the modern library, staff members are intelligent and have high standards. They are not slow to see things which need correction. Their respect goes to the leader who they recognize comes to grips with difficulties and masters them; their enthusiasm is kindled by his generous devotion to the service. Back of all the ways in which the librarian develops and stimulates his staff is the intangible but nonetheless apparent influence of his character. It pervades the whole library and sets the tone and quality of it.

Because the chief considers the library an educational institution constantly striving to advance social thought and conditions, he endeavors to make the library itself conform to good standards. He expects personal sacrifices from members of the staff and thinks no professional worker would be happy not to give more than the particular job actually required, but he will not accept as a regular regime what he would condemn as socially unsound. He sees no virtue in poor salaries, bad lighting, unduly long hours, constant overtime work. He considers that the better the working conditions, the better able is the staff to respond to the demands of the service. Therefore, he works hard and persistently to improve them.

The chief responsibilities of the librarian as leader are the development of a progressive program and the planning for its ac-

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complishment. The program depends upon conditions of place and time, and these require intensive study. The librarian must keep his finger upon the civic pulse, alert to make the service respond wisely to constantly changing requirements. More than that, he must be so well informed as to educational, political and sociological trends that he is able to keep the library in the forefront of community progress. It is only as he is recognized as a broadminded, cooperative, civic leader that the library comes into its own.

It is not an easy matter after a hard day's work to find time for outside contacts. In the small city or town these are in large measure incidental and come about naturally; in the larger and more complex community they must be sought after. The associations must represent a wide variety of the group life of the city. It is not incumbent upon the librarian to accept office in the various organizations or to be a vigorous working member of them, but attendance should be frequent enough to learn the objectives, something of the membership, ways in which the activities of one group relate to those of others and especially ways in which the library may serve them.

To develop sound plans the librarian must collect all relevant data, analyze and evaluate them, determine priorities, adjust conflicting demands, work out procedures and balance department growth and strains. He must foresee difficulties and work out ways to avoid or minimize them. As programs and plans mature he seeks the cooperation of the staff and relies upon their teamwork and morale for accomplishment of the desired ends.

With the service located in geographically separated agencies, and in departments and divisions and with the necessary decentralization, it is easy for the units to become too self-contained and detached. The chief librarian must integrate branches and specialized divisions, developing unity of purpose and teamwork. The library will reach a degree of excellence only if it brings into its working membership highly-trained, dynamic persons

## *The Chief Librarian As Leader*

with ideas and convictions. However, the abler the people the more opportunities for differences in points of view, and conflicts of opinion. The librarian must adjust these difficulties, seeing to it that the creative impulse is fostered and not destroyed and, at the same time, that his program is advanced.

Mary Follett describes a method for the adjustment of industrial difficulties which is applicable to those differences of opinion that arise in any virile library. She describes this method of dissolving conflicts as analyzing a situation to see what it requires and then all concerned, "employer and employee," obeying the discovered law which she calls "the law of the situation."<sup>2</sup> In libraries this law would be interpreted as that course of action necessary for the best interest of the library. Miss Follett thinks this method of solving a difficulty more fundamental than a purely democratic approach, in which case a compromise of conflicting views may be obtained rather than a right solution. Moreover, the law of the situation, though definite, is not arbitrary and it protects the innate dignity and responsibility of the members.

Ordway Tead says that the "effectiveness of the true leader is measured not by his ability to reconcile the opinions of his staff experts but by his ability to invent out of their divergent points of view a unified corporate policy that will carry the whole organization forward wisely."<sup>3</sup>

Certain dangers confront the chief librarian, against which he should be on guard. He may become too detached and lose touch with the primary problems of those who are on the firing line, he may become dominated by the will to power, especially if surrounded by assistants more docile than courageous; he may make too evident his sense of masculine superiority to the amused annoyance of his very competent feminine colleagues; he may lack

<sup>2</sup>Follett, M. P. "The psychological foundations: Power." In Metcalf, H. C., ed. *Scientific foundations of business administration*. N.Y., McGraw-Hill, 1926, p.181.

<sup>3</sup>Tead, Ordway. *Human nature and management*. N.Y., McGraw-Hill, 1929, p.159.

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sensitivity to community interests and become stale and unprogressive. "The greatest danger of all," says Mr. Milam, "is that he will do too many things himself and thus fail to stimulate the development of leadership qualities by his associates."

If, on the other hand, he keeps forward-looking, wise and generous, he has the rewards of a contented staff, a service enlarging in scope and quantity and constantly improving in quality and the appreciation of a grateful community.

## Executives, Major and Minor

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Not everyone who is a good librarian is a good executive. This may seem an obvious statement, but apparently the full force of its truth is not recognized, since many excellent persons are found in executive positions who do not have the essential quality of leadership.

In business the necessity of definite characteristics for executive work is more clearly understood and such positions are filled by staff members only after systematic training or by appointees that are known to have the necessary traits.

Unfortunately, in governmental practice, the highest grades are those which have administrative duties, so that the scientist or librarian whose outstanding work merits recognition is frequently given executive work for which quite possibly he has no fitness. Better, perhaps, equal financial recognition of proficiency in special fields, without change in duties, or definite training for executive work would prove to be the way out of this unfortunate situation.

The tragedy of appointing to administrative positions persons without outstanding native qualities, preferably supplemented by special training, is that the administrator is a square peg in a round hole unable to do his best work, and the staff members for whom he is responsible will never receive the direction and training that will enable them to reach their highest productivity.

In many books the qualities needed in an executive are given; the following rating scale taken from *Executive ability*, by Cleeton and Mason, may be helpful in studying applicants for administrative positions:

## EXECUTIVE RATING SCALE<sup>1</sup>

### 1. Ability to make decisions

Exceptional	Superior	Average	Inferior	Deficient
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### 2. Assumes responsibility without undue strain

Deficient	Inferior	Average	Superior	Exceptional
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### 3. Sensitiveness to human traits and reactions

Exceptional	Superior	Average	Inferior	Deficient
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### 4. Personal habits, appearance, and manner that build and maintain confidence

Deficient	Inferior	Average	Superior	Exceptional
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### 5. Technical knowledge, experience, and training

Exceptional	Superior	Average	Inferior	Deficient
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### 6. Integrity, fairness, and sincerity

Deficient	Inferior	Average	Superior	Exceptional
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### 7. Forcefulness, energy, and perseverance

Exceptional	Superior	Average	Inferior	Deficient
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### 8. Ability to inspire, teach, and develop men

Deficient	Inferior	Average	Superior	Exceptional
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### 9. Power of analysis, discrimination of relative values

Exceptional	Superior	Average	Inferior	Deficient
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### 10. Open-mindedness

Deficient	Inferior	Average	Superior	Exceptional
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### 11. Tact and self-control

Exceptional	Superior	Average	Inferior	Deficient
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### 12. Health

Deficient	Inferior	Average	Superior	Exceptional
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<sup>1</sup>Cleeton, G. U., and Mason, C. W. *Executive ability*. Yellow Springs, O., Antioch Pr., 1934, p.56.



## *Executives, Major and Minor*

Briefly, however, executive qualities boil down to two essentials: the ability to plan and carry out the details of the service, to improve and enlarge it; and to develop on the part of the staff competence and a right spirit.

The former is the easier of accomplishment. The policies and purposes of the trustees and chief librarian are clear and definite and ordinarily the executive has the necessary technical training to put them into effect. Handling a staff is a more difficult matter. Welding a group composed of members of different ages, experiences, training and points of view into a harmonious working team, animated by a common purpose, is no slight undertaking.

On the technical side the executive may be helped if he will keep in mind the following advice of Marshall Dimock in a chapter entitled "The criteria and objectives of public administration":

If the administrator keeps his eyes constantly on the end result, namely, customer satisfaction, then the steps which need to be taken in order to improve the internal administration are usually self-apparent. Among such necessary reforms one is likely to find the need for greater dispatch, courtesy, and the simplification of provoking regulations and procedures. When administration is considered merely a technique, when there is too much emphasis upon methods, the user of the service is likely to be overlooked, with the result that grooving, red tape, and stagnation fasten themselves upon the administrative organism.<sup>2</sup>

The "end result" of librarianship seems to the writer to be the pushing back of the frontiers of ignorance through the information and stimulation of printed material. Much is said of the passing of the physical frontiers of the country; it may be that the highest privilege granted librarians is to act as pioneers opening up new horizons to the rank and file of Americans, living too

<sup>2</sup>Gaus, J. M., and Others. *The frontiers of public administration*. Chicago, Univ. of Chicago Pr., 1936, p.126.

## *Personnel Administration*

limited lives, in far too many cases coming to grief in mental maladjustments, suicides, broken homes and impoverishment or vulgarity of spirit.

Turning now to the administration of the staff, the executive's success depends upon his personal relations and upon his interest in developing the various members.

As their chief he must be strictly impersonal, playing no favorites and permitting no hero worship. He must be fair and generous, courteous, firm but kind. Above all things he must be self-controlled. Nothing can have a more blighting effect upon a staff than for a chief to give way to ill humor, "temperament" or "nerves." Acts of discourtesy that would not be tolerated in a subordinate should not be indulged in by the chief. Quite to the contrary, the recognition of the intrinsic value of each individual will create a desirable spirit of deference toward each member of the staff. The executive must be open to suggestions and appreciative of good work but he must discriminate between honest, inconspicuous work and unsound, spectacular efforts. He may not avoid giving criticism where needed, and in so doing he must be perfectly frank, but he should give it in private and so couched that it will not rankle. Perhaps a safe rule is only to administer a reproof when one hates to do it, recognizing, on the other hand, that correction when necessary may not be side-stepped. The attitude towards the matter should be not so much concern over a past offense as desire to prevent mistakes in the future. "Unless disciplinary action has a constructive effect it is abortive from the standpoint of the employer and vicious from that of the employee."<sup>3</sup>

It is a primary duty of the executive to see that the work gets done, and done well, so schedules must be made to carry the work, not to suit the convenience of the assistant, if both may not be arranged. The aid who wants his hours adjusted so that

<sup>3</sup>Mosher, W. E., and Kingsley, J. D. *Public personnel administration*. N.Y., Harper, 1936, p.338.

## *Executives, Major and Minor*

he may carry school or college work, the married assistant whose vacation plans should fit in with those of husband are appealing to the sympathetic executive, but the work must come first in all cases where conflicting purposes may not be harmonized.

Time-consuming changes in schedules and the frequent asking of special privileges should be discouraged. The wise administrator, however, recognizes the necessity of breaking strain and monotony by arranging for some special opportunity. "Emotional elements are fundamental in human relationships" and the assistants meeting the demands and confusion of the public service or the insistent pressure of the closed departments are under heavy strain. It is well to watch out for undue tensions and relieve them by one device or another before they reach the breaking point.

In teaching new methods the executive must not be too hurried. An idea may have been growing in the mind of the leader over a period of time; it may be new to the other person and will take time to mature. Often it is wise to plant a seed and let it grow so that finally the idea comes spontaneously from a desired source. Always an educational program is better than a forced issue. It is no matter who gets the credit for the suggestion so long as the service is improved. A supervisor who develops good assistants is thereby gaining laurels for himself.

For the best results the supervisor must make the staff happy. To quote Mr. Dimock again:

Efficiency is personnel satisfactions. First of all, the employees of the enterprise must be happy in their work. This is an end in itself. After all, society is simply the totality of all the bodies of persons who do the work of the world. Therefore, if to be efficient you must produce satisfaction, it is obvious that a prerequisite of efficiency is work-satisfaction. But this is not the whole of the matter. What usually impresses 'hard-boiled' executives to a greater extent than this discovery is that customers are more likely to be satisfied and to find gratification in dealing with a concern when from the employees of that undertaking they can absorb the friendliness, con-

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sideration and good-will which come from the right kind of working relations and vocational satisfactions. Ultimately consumer satisfaction depends upon employee satisfaction. In a recent conversation with an executive of one of the largest and most far-flung corporate enterprises in the world, the writer was told that, in the experience of this progressive undertaking, the principal producer of efficiency is the right kind of spirit among all of the employees. 'It is the core of our policies regarding internal management and public relations,' said he.<sup>4</sup>

If this is true, and one may not doubt it, the question arises, what makes for employee satisfactions? Perhaps the answers are fourfold:

1. Participation in a worthy enterprise
2. Surrounding atmosphere of justice and harmony
3. Opportunity for responsibility and creative work
4. Realization of personal and professional growth

These give the clue to the executive for the training of the staff.

1. *Participation in a worthy enterprise.* It is important that every member of the staff know what the work is all about, not his own duties solely, but the work of the department, the relationships existing between the various parts of the library system and especially the objectives of the service. If the aims of librarianship are kept alive and closely related to the duties of every day, the spirit of the "second mile" will be fostered.

*"A little more and how much it is*

*A little less and how far away."*

The enterprise is worthy of generous and intelligent self-giving.

2. *Surrounding atmosphere of justice and harmony.* No one can do his best work in an unhappy atmosphere. For this reason the executive must see that there are no cliques, no petty gossip, no unkind personal criticism in the department. A generous attitude, one to the other, should be maintained. Nothing will break the harmony or make for such bitter unhappiness as the

<sup>4</sup>Gaus, *op. cit.*, p.125.

## *Executives, Major and Minor*

effort of one person to undermine the standing of another. Such action, if clearly proved, should be a matter of discipline, possibly to the point of discharge. The pervading idea should be that it is the person who gives the most in happy selfless service that is the one who will ultimately get the rewards.

As there should be no jealousy between assistants, so also there should be no jealousy between departments. The service of each is essential and the chief librarian must maintain the proper balance in their growth. There is no point in building up a splendid children's department if there is no adequate provision for carrying on the good work when the boys and girls graduate into the adult departments. Contrariwise the future use of the adult service is in large measure dependent upon the reading habits established in the children's rooms. Again, the public service depends upon the books supplied by the acquisitions, catalog and binding divisions. The departmental executive can perform real service by keeping before the staff the essential interrelationship and dependency of all departments, each to the other.

The atmosphere of the agency will be greatly helped if the executive can handle the work with a light touch. Not allowing himself to become strained, believing that everyone wants to do the right thing, seeing the amusing side of things, cultivating a merry heart will help the staff enormously and will expedite and not retard the work.

3. *Opportunity for responsibility and creative work.* The chief should work as hard as he expects anyone else to work, but he should delegate as much work as possible, thereby freeing himself for other demands and affording the members of his staff the opportunity to assume responsibility and to show what they can do. Many a good idea for simplification or improvement of service is lost because the assistant has no incentive to put his mind on a particular problem. Learning comes from having to solve difficulties or from some unsatisfied curiosity, and interest is developed in "something of my own." The chief reward in life

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is an outlet for creativeness. Somewhere, somehow along the line each person should have something for which he is solely responsible and which, if he has any creative ability, he may nurture and develop. Such opportunities offer to the thoughtful administrator a means of preventing for his staff members a sense of defeatism, bitterness, disappointment and "dead end" jobs.

4. *Realization of personal and professional growth.* People are reasonably happy as long as they feel that they are growing. The sense of personal growth even takes a measure of unhappiness from sorrow and trouble. It is when one feels that one is caught in monotony with no outlet that discouragement sets in. It should be the purpose of the executive and of the personnel administrator to watch the growth of assistants and, when they seem really to have got from each experience whatever there was to be gained, to move them on to another assignment. This does not mean moving them on simply because they are tired of the work; everyone must stick on after the first enthusiasm wears off but it is senseless to hold people longer than is absolutely necessary to duties from which they have nothing further to learn and to which they have nothing further to give creatively.

It is extremely important that executives from time to time give fresh appraisal to the abilities of the members of their staffs and recognize the professional growth which they have attained over a period of years. It is easy to go on considering assistants inexperienced and immature, in accordance with the judgment made when they were first appointed, and so fail to give them the scope their growing powers deserve.

In studying the staff the executive should have two things in mind: the individual's best growth and teamwork. In these days when the individual all too frequently counts as nothing but gun fodder or a subservient item in a totalitarian state, the preservation of the sanctity of the individual is of great importance. At the same time the individual should realize that he is developed, not for egocentric aims, but for participation in service.

## Democracy in the Library

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IN A significant article entitled, "Our libraries—the trend toward democracy," Mr. J. Periam Danton writes of this tendency in institutions of higher learning and cites certain instances in current library practice. He concludes with these questions, "Is it not pertinent to inquire whether the furthering of that trend, in the interest of efficiency and *esprit de corps* should not be the active concern of every librarian? We are moving, but are we moving fast enough?"<sup>1</sup>

It should be relatively easy to develop democracy in libraries since the professional staff at least have the same general objectives, and have been trained to similar practice, theories and ideals. Moreover, there is no conflict between the administrator and the employe as is so often the case in organizations run for profit—where the advantage of one may be the disadvantage of the other.

Moreover, the library grows in influence in proportion to the members of the staff who are recognized by the citizens as authoritative in their respective lines. The reputation of a college is based upon the standing and fame of faculty members rather than upon its president. It is therefore very short-sighted of a library to concentrate its prestige in the chief librarian alone. Every encouragement should be given to competent senior officials to achieve repute in their own names so long as it is not done at the expense of others or of the general service of the library.

Mr. Danton gives as illustrations of democracy in the library: the methods of book selection where choice is voted upon by

<sup>1</sup>Danton, J. P. "Our libraries—the trend toward democracy." *Library Quarterly* 4:16-27, January 1934.

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heads of departments and other representatives of the staff; signed reports of senior officers in the official annual report; and an occasional survey by members of the staff. These methods are all to the good but many other opportunities for participation in library management should be found and used. But even more essential than the methods themselves is a fundamental point of view in organization. If the latter is right, ways of giving it expression will develop naturally and inevitably.

The writer is indebted to Miss Mary P. Follett for much of the following line of thought. Readers may be interested in reading her whole discussion of the matter in the chapters, "Meaning of responsibility in business management," "How is the employe representative movement remolding the accepted type of business manager," "What type of central administration leadership is essential to business management as defined in this course," in *Business management as a profession*, edited by Henry C. Metcalf (1927).

Responsibility and authority are not delegated by the chief librarian or by heads of departments to those subordinate to them, but are integral elements of the functions each staff member is called upon to perform. The recognition of this adds dignity to every duty. As a matter of fact few chief librarians would claim to have any expertness as a cataloger or as a children's librarian, to use only two examples. They must depend upon the expertness of members of the staff and, where that particular training and experience lie, there must be the authority and responsibility—responsibility for the work rather than responsibility to the chief.

Parenthetically, along with this responsibility it would seem sound and psychologically important, both for the staff and for the public, to recognize professionally trained staff members who are performing professional duties by giving them a title which includes the word librarian, as, for instance, readers' librarian rather than readers' adviser, or reference librarian rather than



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reference assistant. This premise is effectively stated by Mr. Charles W. Mixer, Chief Librarian, U. S. Naval Academy, in an article in *D. C. Libraries*.<sup>2</sup>

But since each member is working—not separately but in a group—there must be constant interweaving of these responsibilities. The task of the chief librarian then becomes that of gathering up all those separate and interwoven ones into what Mr. Denison calls “cumulative responsibility,” a term Miss Follett thinks much sounder than “final” or “ultimate.”

This recognition of responsibility, as not delegated but inherent in the function, does not make the task of the leader easier. It calls for greater ability, in that orders do not descend from him but he must gather up the best qualities and abilities of each assistant, and unify and direct them into the ultimate purposes of the library.

There is, however, the advantage of better cooperation, since there is greater participation all along the line and conflicts may be more easily dissolved at firsthand than when they must be referred to superiors. “You cannot always bring together the results of departmental activities and expect to coordinate them,” says Miss Follett. “You have to have an organization which will permit an interweaving all along the line.”<sup>3</sup>

Once this idea of the intrinsic importance of each member is fully recognized, the development of methods for more democratic participation becomes easy. Some ways may be given as illustrations. Others will come out of local conditions.

First, ideas for improvement of service are given without fear of unfavorable response; on the contrary, they are sure of being welcomed even though it may not be possible to act upon them at the time or at all.

<sup>2</sup>Mixer, C. W. “Librarians—why not in name?” *D. C. Libraries* 9:47-48, July 1938.

<sup>3</sup>Follett, M. P. “Meaning of responsibility in business management.” In Metcalf, H. C., ed. *Business management as a profession*. N.Y., McGraw-Hill, 1927, p.331.

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Committees for the study of various problems are formed and recommendations put into effect whenever feasible. Here the chief function of a superior officer or chief librarian as participant or leader is not to impose unduly his ideas but to see that all pertinent facts have been taken into account.

The librarian may have his "council" of ranking heads who advise with him as to policies and procedures. This form of conference is extremely important since the chief librarian does not have the daily contact with the public and must depend upon those that are on the firing line to reflect the needs of readers.

Two experiments were made in 1938 in the Public Library of the District of Columbia which seem promising.

The central and branch librarians were organized into a group, with a chairman chosen from their number and the coordinator of adult work as their executive secretary. They met monthly to discuss their immediate problems, simplify practice and develop better methods of service. Since the branch librarians represented branches of different sizes and of several varieties of communities, to get a workable degree of uniformity of practice was difficult. By frank discussion, such uniformity as was feasible was adopted and reasons for desirable exceptions were understood by the whole group. The findings and recommendations were incorporated by the executive secretary in reports submitted to the chief librarian. When approved by him the recommendations were put into effect. Thus the general procedure for the public service was determined in accordance with the experience and responsibility of those in charge of the public agencies.

The other experiment was a committee composed of five recent library school graduates holding senior positions to see if any answers could be found to the dissatisfactions of junior assistants as reported by Mr. Louis M. Nourse at the A. L. A. conference in New York and expressed in other articles in library periodicals. No thoughtful administrative officer could fail to be

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sympathetic with many of the expressions of discontent. Could anything practical be done in that particular library? Three meetings were held and a report written which was gone over in a fourth meeting with the assistant librarian. Since the report may be of interest to those who have recognized the difficulties experienced by the young librarian, it is reprinted in the Appendix with the permission of the committee chairman, Miss Edith R. Saul.

Perhaps the real answer to the problem and to the despondent note expressed in the article by Mr. J. H. Shera, "Swan song of a junior,"<sup>4</sup> lies not in breaking up library membership into age groups but in the opportunity for constructive work by committees of old and young, of experienced and inexperienced workers in accordance with the requirements of the projects undertaken. Perhaps also there will be less and less occasion for discontent upon the part of enthusiastic competent young librarians as libraries work toward greater democracy in their individual organizations.

It will be a happier outcome if, with a growing realization of the worth of each individual, democracy develops from within the library rather than if desired working conditions are brought about by pressure from without. Librarians are entitled to fair salaries and fair conditions of work and it may be necessary, under certain conditions, to enlist the interests of unions<sup>5</sup> by staff membership in them but one should be on guard against the possible dangers in such membership. It is possible for a cleavage between the administration and the staff to develop, destroying the functional unity of the library; it is possible to lose slightly the professional point of view, to become more concerned with our own welfare than with the progress of the service. Though

<sup>4</sup>Shera, J. H. "Swan song of a junior." *A. L. A. Bulletin* 32:181-84, March 1938.

<sup>5</sup>For two divergent views on the subject of unionization see *Special Libraries* 30, February 1939: Tead, Ordway, "Professional workers and unionism," p.35-38; and Sherman, C. E., "The unionization of the professions as one librarian sees it," p.38-41.

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temporary concentration on salaries may be necessary, in the long run, it is professional proficiency that wins support for the library and for the staff.

This matter raises the question of personal liberty. It must be fully recognized that liberty is the most precious possession of each individual. It should be jealously guarded and absolutely respected. On the other hand, "each man is a debtor to his profession" and the very assumption that librarianship is a profession imposes certain obligations upon its members. The good name of the library, its prestige in the community and in the library world demand certain sacrifices of convenience or preference.

It should be remembered as Dr. Leonard D. White points out that "a group does not make itself a profession by calling itself such. A profession is identified by characteristics which are commonly of slow development, gradually accumulating over the decades. A profession is distinguished by an appreciation, often vague, of the social responsibility of its members, and by control of their behavior on the part of the group in its organized capacity."<sup>6</sup>

But in matters of so-called personal liberty, the proper action should be self-imposed, partly because it is desirable to live up to the claims of belonging to a profession, partly because if we are to have democracy in a library, each must exert his own self-control.

Greater democracy in library organization and management is of vital importance, but it must be based upon the recognition of the present or growing value of each individual and the active participation of each in united professional purposes. It should be fully realized that, along with the opportunities it presents for personal growth, it imposes also certain obligations.

<sup>6</sup>White, L. D. "Administration as a profession in improved personnel in government service." *The Annals of the American Academy of Political and Social Science* 180:89, January 1937.

## II

# Personnel Administration

*Functionalized*



# Provision for Personnel Administration

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It is a curious fact that in library administration, scientific attention has been given to the building up of the book collection but much less consideration to building up the staff.

Much thought obviously has gone into the matter of appointments and much energy into supervision of workers and selection for promotion, but for the most part these activities have been carried on incidentally with other executive duties rather than as a carefully thought through and complete service, comparable to that given by other major departments.

It is important to keep the library organization simple and informal as long as possible. The moment arrives for the development of a personnel office as soon as the other duties of the librarian, assistant librarian or department head become too onerous to give adequate attention to all the factors involved in the proper handling of personnel matters.

In an article on "Essentials of a model personnel system," Floyd W. Reeves indicates the following:

- Placement of employe where he can do his best work
- Protection against dismissal and demotion
- Positions properly classified as to duties and responsibilities
- Fair compensation
- Provision for supervision and in-service training
- Opportunities for advancement on merit
- Protection against injury
- Working conditions as conducive to health, safety, and efficiency as possible<sup>1</sup>

<sup>1</sup>Reeves, F. W. "Essentials of a model personnel system." *The Annals of the American Academy of Political and Social Sciences* 189:134-41, January 1937.

## *Personnel Administration*

The mere listing of these duties shows how far reaching personnel work should be and how much time and concentrated thought are required if it is to be handled adequately. Moreover, there is much research that should be done in this field if proper policies, procedures, experience and training programs are to be developed.

To show the urgent need of consideration of these matters by library administrators and trustees, attention is called to the address of Dr. William E. Mosher on "Implications of an enlightened personnel policy." The whole address should be carefully pondered but the following brief quotation will show how far from progressive library administration is in respect to personnel management.

May I challenge your attention by stating an impression that I think can justifiably be addressed to those responsible for management in almost any branch of the public service. It is to the effect that after making allowance for exceptional instances, personnel management in the public service is literally leagues behind the standards that are accepted as sound by progressive managers in private enterprise. Judging from personal acquaintance with libraries and librarians and from a perusal of the reports and papers in library publications, I am not sure but that among the different branches of the public service the library service would stand below rather than above the median position with respect to the attitude toward and treatment of library employes.<sup>2</sup>

It is probably in the follow-up and training aspects that libraries are weakest. These matters require systematic planning and under the pressure of other work are apt to be continually postponed. Yet for the best service they are of paramount importance. Weaknesses need to be corrected at an early stage, adjustments made before matters call for discipline, relationship of particular duties to the work of the whole emphasized, special

<sup>2</sup>Mosher, W. E. "Implications of an enlightened personnel policy." *Library Journal* 62:849-52, November 15, 1937.



## *Provision for Personnel Administration*

abilities discovered and fostered. Some of these matters do not come to light in the day to day contact of worker and supervisor or the latter may not be able to handle the problem most effectively. Golden opportunities of helping assistants to reach their most productive efficiency are constantly lost because of the absorption of every superior in other daily duties. A personnel officer whose undivided attention is committed to the development of the staff is essential for the best results.

Who should be the personnel officer? In the small library, the librarian naturally will consider staff building as one of his chief responsibilities. In the larger library, alternative plans may be followed. The duties may be assigned to the assistant chief librarian, if qualified to handle them, or the position of a staff officer<sup>3</sup> may be created to carry them. In the former plan the assistant librarian is close to the chief librarian and in the best position to forward the latter's objectives. Moreover, he has wide discretion in the direction of the line officers<sup>4</sup> and is in a position to impose upon them his theories and ideals. If a staff officer is designated, his function is chiefly advisory and his directions must be referred back to the chief librarian for authority. In either case, line officers have a person trained in personnel technique and not unduly pressed with other work with whom they may talk over their problems or to whom they may refer matters requiring the time and special treatment that they themselves do not feel able to give.

It is essential for the personnel officer to be *persona grata* to the other executives since the major service he should perform is to facilitate theirs. In fact, this is so much the essence of his work that the term "facilitating" rather than "personnel" department is being used in business.

This relationship should furnish supplementary and specialized help to the line officers but should in no way relieve them

<sup>3</sup>For definition of staff and line officers, see p.8.

<sup>4</sup>*Ibid.*

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of their responsibility for the supervision and informal training of their staffs.

The personnel officer should be a graduate of an accredited library school with active experience in various library departments and familiarity with their objectives and problems. He should be thoroughly informed as to community conditions, both those that affect the personnel directly and those which underlie the development of the library service. He must have the personal qualifications of common sense and good judgment, understanding, tact, force and enthusiasm. He should have had some training in psychology but he should not undertake to be a psychiatrist. The personnel officer should have some teaching ability since the librarian may expect him to take over, in place of a training class or other formal instruction, the program of in-service training or to cooperate and assist the line and staff officers in their teaching activities.

Mr. G. Lyle Belsley, director of the Civil Service Assembly of the United States and Canada, who kindly read this manuscript, considers instruction in personnel administration of much greater importance than that of the library school. He writes as follows:

That he need be a graduate of an accredited library school may be open to question, particularly if he is serving in a library of large size. The peculiar skills which the personnel officer has to contribute to library administration do not pertain so much to library technique and management as to facilitating the selection, training, placement, and good working conditions of library personnel. Although some knowledge of library matters will certainly be helpful, it would seem that adequate information and knowledge of this character could be obtained by a personnel officer after entrance upon his job. It is more important that the personnel officer have a general background in public or business management than that he be equipped with all the orthodox paraphernalia of a technical librarian. Personnel officers trained in personnel administration are now serving well in the Forest Service of the United States. A trained personnel officer who had no background in statistical procedure or

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in the handling of mass statistics is doing an outstanding job in the Bureau of the Census. A personnel officer trained in personnel management but having no background whatever in housing management is doing an excellent job with the United States Housing Authority. It is more important that the personnel officer be trained in his particular field and in broad problems of management than in the particular narrow specialty in which his skill will be brought to bear.

This point of view should be given careful consideration, especially in the case of large organizations. In a medium-size library where the best contribution of the personnel officer will be in the follow-up procedures and in training, library school instruction would seem essential.

One danger the personnel officer must guard against is that since his work is administrative he may become detached from the point of view of the public service. In his desire to develop the staff and his interest in their welfare he may lose sight of the real ends to be obtained; namely, the improvement of the staff's service to readers. All plans should be tested by the query: will they enable the staff to serve readers more effectively? There are often difficulties in deciding whether an immediate small advantage is to be gained at the cost of a larger and later benefit. These things must be carefully weighed and action based upon the line which promises the greater good. The main thing is for the personnel officer to keep his eyes fixed upon the fundamental purpose of the library, its *raison d'être*.

A proper personnel office needs space, privacy and adequate equipment. A large room is not as desirable as two small ones; a waiting room (if conveniently located this may be also the librarian's waiting room) and a room for the personnel officer adjacent to the administrative department where the financial files are kept. This latter room should be easily accessible and sufficiently private for easy conference. It should contain a bell, hidden in the officer's desk, which rings in the administration office, where it is a signal for someone to rescue the officer from a caller who

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proves to be mentally deranged or from an over-prolonged interview which it seems impossible to terminate otherwise without discourtesy. The waiting room and office should both be uncrowded and pleasantly though simply furnished. A few tempting books and some exhibits of the library's activities may not only make the waiting of visitors less irksome but also give some idea of the service.

✓ The records of the personnel office should be kept to the minimum since too numerous or too elaborate ones are difficult to maintain and for efficiency such records as are determined upon must be kept current. The following records seem to be essential: first, the application which has been filled out by the applicant; second, a service record or progress or roster card showing name and current address, dates of appointments, education and non-library experience, if any, assignments, rates of pay, experience obtained, efficiency ratings and the reports on interviews by supervisors and personnel officers. These cards may have signals to act as ticklers for follow-up interviews and to indicate temporary, substitute appointment. The application, with copies of letters of appointment and other correspondence and reports, may be kept in filing envelopes in a vertical file. They, together with the service record, should be withdrawn when the assistant leaves the library, but kept in a separate inactive file for reference when inquiries are made by prospective employers.

A staff list in chart form is most useful in showing the distribution of the staff at any given moment. As illustrated below the chart shows in parallel vertical columns the various agencies, and in horizontal columns the positions by grades with name of current incumbent written in pencil. It is well to write in the grade in India ink so that in making transfers no position is overlooked. The chart may be made of a drawing paper which is sufficiently flexible to fold but tough enough not to tear, or it may be backed as is the practice with maps. It must have such a surface that erasures may be easily made. This chart is particularly useful

## *Provision for Personnel Administration*

when, as in the case of opening a new large branch or other agency, a general shift of personnel is required to fill new positions and promotions. It furnishes data for mimeographed lists of staff and their assignments which may be required periodically for the use of a number of officials.

Positions	Central		Branch 1	
	Adult	Children	Adult	Children
P.3	P.3 James			
P.2	P.2 White	P.2 Jones	P.2 Randolph	
	P.2 Johnson			
P.1	P.1 Smith	P.1 Nelson	P.1 Tyler	P.1 Fuller
Sp.5	Sp.5 Thompson		Sp.5 Carr	Sp.5 Stanton
Sp.4	Sp.4 Wright	Sp.4 Wolfe	Sp.4 Wilson	Sp.4 Robey
	Sp.4 Murphy			
Sp.3	Sp.3 Taylor	Sp.3 Brown	Sp.3 Page	Sp.3 Rice
	Sp.3 Jennings			
Sp.2	Sp.2 Black	Sp.2 Casey	Sp.2 Moore	Sp.2 Stevens
	Sp.2 Martin	Sp.2 Ball	Sp.2 Wheaton	
	Sp.2 Miller			

Staff List—Public Service

Confidential records kept in locked files and others frequently needed by the personnel officer should be within his reach but as many records as possible should be in the adjacent administration department. Unnecessary duplication of files should be avoided.

All appointments, changes, resignations, leaves without pay must be furnished the administration office for payroll purposes. Sick- and annual-leave records must be kept either in the administration or personnel office.

Besides the records the personnel office has certain tools, job specifications prepared either within the library or by outside authority, a general organization chart and a tabulation showing members of the staff according to grades and services. For convenience this latter may indicate, by symbols, general and library education, and date of appointment. When a change is re-

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quired, this sheet furnishes the names, qualifications and length of service of the candidates eligible for promotion.

It will be readily seen that interviews, correspondence, follow-up procedures, transfers, promotions, job analysis and the writing of reallocation arguments, as the service grows, will keep the personnel office more than busy.

# Graded Systems and Classified Services

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"No, THERE will be no general salary increases this year," said the city manager to the chief librarian of the Rochester Public Library. The librarian departed but, being endowed with persistency and resourcefulness, returned a few days later to say, "You know, I think I would like to work out a graded system for my library." "Go ahead," said the city manager, "and if I think the result sound, I will approve it." Mr. Lowe worked out his classes and developed his graded system, the plan was adopted and there were salary increases all along the line.

This story, related as the writer remembers Mr. Lowe's account of it at the midwinter conference of the A.L.A. in 1937, illustrates the response of city authorities to a scientifically developed classified service. It shows them what work is done by the incumbents of grades and makes easy comparison with salaries of other employes. The taxpayer also is satisfied that the pay is given for services rendered in an orderly systematic way, not as the result of personal or political pressure, but in accordance with a plan "which in a broad way, at any rate, represents the best thought and has the full approval of the library profession and assures a reasonable return in the way of service by qualified library workers."<sup>1</sup>

The A.L.A. Board on Salaries, Staff and Tenure reports that public administration groups are urging municipal and state officials to draw up classification and pay plans. "The results of a questionnaire showed evidence that libraries must set up national and state classification and pay plans immediately in order

<sup>1</sup>Bureau of Public Personnel Administration. *Proposed classification and compensation plans for library positions*. Washington, The Bureau, 1927, p.14.

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that they may have such schemes adapted to library needs to present to state and municipal officials who are advocating civil service for all departments of government."<sup>2</sup>

In commenting on the rapid growth of civil service agencies in recent years in the United States, Mr. John B. Kaiser says, "They (librarians) will also do well to . . . be prepared in advance to submit to newly established personnel agencies having jurisdiction, well considered classification and pay plans developed in the light of the library's special needs and modern personnel classification principles."<sup>3</sup>

The history of the development of such systems and their value is admirably described in Miss Hitt's article, "Advantages of a classified service in libraries."<sup>4</sup> The federal government reclassified the entire service in 1924. In 1927 was published the well-known Telford report, "Proposed classification and compensation plans for library positions: Report of the Bureau of Public Personnel Administration to the Committee on the Classification of Library Personnel of the American Library Association." The California Library Association developed classification and pay plans for the municipal libraries of California in 1934, and New Jersey adopted a "Suggested classification of library positions in municipal libraries in New Jersey" in October 1936. Classification schemes were adopted by the Massachusetts Library Association in 1937, and by the Connecticut Library Association in 1938.

Over many years, the American Library Association has given much thought and attention to classification schemes and its Council adopted at the midwinter conference of 1938 *Classification and pay plans for municipal public libraries*, prepared by its

<sup>2</sup>A.L.A. Committee on Salaries, Staff and Service. "Report." A.L.A. *Bulletin* 31:602, September 1937.

<sup>3</sup>Kaiser, J. B. "Civil service in the Oakland Library." A.L.A. *Bulletin* 32:372, June 1938.

<sup>4</sup>Hitt, Eleanor. "Advantages of a classified service in libraries." *Library Journal* 61:663-66, September 15, 1936.



## *Graded Systems and Classified Services*

Board on Salaries, Staff and Tenure. This plan is based on the study of all similar plans and pertinent data, such as cost of living, salaries of comparable positions in teaching fields, etc. Modified in the light of local conditions, it will furnish a basis which will be scientific; classifying the library itself according to population served, size of staff and book collection, circulation and registration, etc., and then listing positions, giving duties, typical tasks, qualifications and appropriate compensation including increments in accordance with the class of library.

The proposed salary scale is as follows:

### *Professional Service*

Grade	1.	\$1500 – 1560 – 1620
	2.	1620 – 1680 – 1740 – 1800
	3.	1860 – 1980 – 2100 – 2220
	4.	2400 – 2520 – 2640 – 2760
	5.	3000 – 3120 – 3240 – 3360
	6.	3600 – 3780 – 3960 – 4140
	7.	4500 – 4680 – 4860 – 5040
	8.	6000 – 6180 – 6360 – 6540
	9.	7500 and up
	10.	10,000 and up

### *Subprofessional Service*

Grade	1.	\$1200 – 1260 – 1320
	2.	1380 – 1440 – 1500

### *Clerical Service*

Grade	1.	\$ 900 – 960 – 1020
	2.	1080 – 1140 – 1200
	3.	1260 – 1320 – 1380

It is important that libraries adopt a plan based on that of the A.L.A. which will fit their special needs. This may involve considerable reorganization which in itself will be helpful in simplifying the set-up of the library, doing away with overlapping duties, clarifying services and unifying terminology.

## *Personnel Administration*

The advantages of a classified service consist of better organization, clear descriptions of duties, recognized qualifications, educational and personal, for each position and a better scale of pay arrived at through studies of all factors affecting it, and assuring equal pay for equal work. The system and its principles may be readily understood by staff, trustees, city fathers and the general public.

Certain problems arise in connection with classification plans; the most important of these concerns the services into which the work should be divided. The United States government divides its library employes into three groups: professional; subprofessional; clerical, administrative and fiscal.

The A.L.A. *Classification and pay plans* sets up three types of services. In the compilations of statistics which appear annually in the A.L.A. *Bulletin*, these types are defined as follows:

A professional assistant is a member of the professional staff performing work of a professional grade which requires training and skill in the theoretical or scientific parts of library work as distinct from its merely mechanical parts and includes all the professional staff except the chief librarian or director, assistant chief librarian, department heads, division heads, branch librarians and first assistants.

To be classed as a professional assistant, the person should have:

- (a) At least a bachelor's degree which includes one year of professional education in the four years which lead to the bachelor's degree; or
- (b) An informal education considered by the chief librarian as the real equivalent of four years of college work plus five years' experience in a library of recognized professional standing. (This provision is to take care of those already in the profession who are performing duties which require a knowledge of books and library technique as taught in a library school.)

A subprofessional assistant is a person who performs, under the immediate supervision of professional staff members, work largely concerned with the higher routine processes which are peculiar to library work and which require some knowledge of library procedure.

## *Graded Systems and Classified Services*

A subprofessional assistant should have had at least brief elementary training in library work as taught in a library summer session or a training class.

A clerical assistant is a person such as a typist, etc., who performs, under immediate supervision, processes which may require experience, speed, accuracy, and clerical ability of a high order but do not require knowledge of the theoretical or scientific aspects of library work.

High school graduation is presupposed for this classification.

The Education for Librarianship Committee of the California Library Association made a careful study of clerical and professional duties in libraries in 1932 and "was unable to find justification for the A.L.A. subprofessional classification." Its studies indicated that the total amount of professional work performed in libraries averaged 30.1 per cent as opposed to 69.9 per cent clerical and that the professional staff members spend 50.4 per cent of their time on clerical duties and the clerical staff members spend 9.7 per cent on professional work. The California Committee therefore recommends setting up professional and nonprofessional services with the following statement:

We are defining 'professional library work' as all work which requires a knowledge of books and library technique as taught in a library school or gained from equivalent library experience.

For convenience and brevity the term 'nonprofessional' is used to cover both work which is nonprofessional and work which is subprofessional, since for the purposes of this report they come in the same category.

Although the difficulties which lie in the way of completely separating professional and nonprofessional tasks in a library are recognized, it is apparent that at present there is far more confusion between the two types of work than is necessary. The desirability of using nonprofessional workers for routine and clerical work in a library may seem obvious but the advantages are enumerated here as a logical preliminary to the classification of tasks which follows:

1. It is one of the most effective economies by means of which libraries can handle rapidly increasing business with inadequate appropriations.

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2. It tends to raise the standard of professional library service by allowing professional members of the staff more time for work with books and people and for the types of library work which are technical and educational in character.
  3. It makes it possible with the same salary budget to pay better salaries to professional members of the library staff.
- (For listing of duties under the two categories, see Appendix IV.)

In an analysis made in the Public Library of the District of Columbia, the professional work in branches averaged 30 per cent of the time and at the central library with its subject reading rooms and more highly developed reference and advisory service, 44 per cent.

There are three major difficulties in trying to set up a hard and fast division of duties with corresponding difference in staff qualifications and training, namely: (1) the necessity caused by a 12-hour service and by the smallness of staffs in branches or other units that all or most members should be able to assume responsibility in case of illness, vacations or other emergencies and that they have a reasonable knowledge of books; (2) that desk service should be performed by those with a professional attitude toward it since many users of the library are too shy or will not take the time or trouble to apply for help to reference and advisory assistants; and (3) that clerical workers are not eligible for promotions to professional positions and thus tend to become too routinized. It seems necessary, therefore, to have subprofessional grades and if the whole service is made a career the time spent in minor duties is not too long to be utilized profitably in becoming oriented, learning the fine art of handling people and in mastering details for later use in administrative positions.

The clerical service may be restricted to carding books, clerical records, typing, simple filing, mending of books, shelving books and reading shelves. With the exception of pages who come and go rapidly, the clerical staff should be college graduates with equal personal qualifications so that transfer may be easily ef-

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fect, if so desired, by meeting the requirement of a year in an accredited library school. A second consideration in regard to the clerical staff is that their number should bear some relation to possible openings for advancement in the administrative office. With the possibility of promotions in the office or to the library service after professional training and with the usual number of resignations for personal reasons, it should be possible to create a career service for the clerical staff and so avoid the danger of the members' getting into a rut with attendant discouragement and failure of integration with the rest of the personnel.

Some further difficulties may be experienced in operating under a classified service. They are slight, however, in comparison with the benefits to be derived. Briefly, they may be listed as the tendency to adhere too closely to paper qualifications and the failure fully to recognize essential personal qualities; and the difficulty of rewarding outstanding ability in the position occupied, necessitating a transfer to other work for advancement. However, these problems all stimulate the personnel officer to careful thought and planning and that in itself is a good thing.

Despite the above exceptions, a graded system is most desirable. Some further complications may arise when the system is imposed and controlled by outside governmental authority, inasmuch as such a system is more formal and necessarily inclusive of factors affecting the state or municipal service as a whole rather than those pertaining exclusively to library conditions. In that case, every effort must be made to build up sympathetic understanding of these conditions and the special difficulties pertaining to the administration of the library on the part of the members of the outside governing board.

## Selection and Appointment of Staff

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EACH library has its own qualifications for appointment set up by the librarian, the library trustees, the municipal government or state or federal civil service. The advantages and disadvantages of appointment through civil service have been covered in recent library literature and will be considered in a later section.

For the library that operates independently, the qualifications that are ordinarily required cover education, professional training and/or experience, health and personal characteristics.

More and more the minimum educational qualifications are graduation from a recognized college or university. Here scholarship should not fall below a B rating and the general intelligence should be not less than 120 by a standard test. The intelligence standing may ordinarily be secured from the college.

In the last 20 years the numbers attending institutions of higher learning have increased from 250,000 to 1,250,000 so that the old argument that non-college graduates often excelled college graduates in personal qualities is rapidly losing weight. Granted that many holders of the A.B. or higher degrees are not suited to librarianship, among those so trained may be found a sufficient number who have the desirable personal traits.

Since the library is deeply concerned with the development of an educated citizenry, no education acquired by librarians is really sufficient for the task imposed upon them in this rapidly changing world, with its abysses of ignorance and its glories of expanding knowledge. Four years of honest work in acquiring basic information, but more especially ability to think and to organize material, are little enough preparation for the great tasks ahead for those "enlisting," to quote William Polk, "in the war

## *Selection and Appointment of Staff*

on ignorance, boredom, narrowness, prejudice and the various forms of 'tyranny over the minds of men.'"<sup>1</sup>

The position to be filled determines the necessity and amount of professional training and experience required. It is essential that the majority of the members of the staff should be library school graduates and experience in other good libraries has a broadening influence. It is better, however, to fill the larger number of subprofessional positions with superior college graduates than by the less able graduates of library schools who may be available for such positions. Such appointment affords the college graduate an opportunity to see librarianship at close range before deciding to embark upon it as a profession and it prevents the library school graduate from accepting positions with too greatly routinized duties.

The question of residence, with pressure for appointment limited to persons from the home town, is still a problem although not as serious a one as it was during the depression, when Dr. Joeckel wrote, "The pressure for the appointment of local people has become very severe indeed and it is one of the most serious of all our present personnel problems. I have no hesitancy in saying that this insistence on the appointment of local people is doing more than any other one thing to undermine the idea of professionally trained library assistants."<sup>2</sup>

Mr. Brigham, on the other hand, says, "It is a fair and quite necessary policy for a library to follow in return for tax exemption and for local support to give definite preference to local candidates so long as they offer acceptable qualifications."<sup>3</sup> The pressure to appoint any but the best available should be avoided as far as possible. If it is an absolute requirement of the munici-

<sup>1</sup>Polk, William. "Enlisting citizen interest in public libraries." *A.L.A. Bulletin* 31:641, October 1, 1937.

<sup>2</sup>Kaiser, J. B. "Government service—Library personnel problems." *Library Journal* 60:15, January 1, 1935.

<sup>3</sup>Brigham, H. F. "The placement problems of the library executive." *A.L.A. Bulletin* 25:579, September 1931.

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pality or government, then attendance of these locally-drawn assistants at widely separated library schools is especially desirable.

A library should recruit from both sexes.<sup>4</sup> Each has a contribution to make and the service and point of view of the library are broadened accordingly. However, standards should not be lowered in favor of men; since they are likely to stay in library work and go higher than the average woman, the standards should perhaps be more exacting in the case of the original appointment. Without any question, the profession will be strengthened by the recruitment into it of good men of the type that make good lawyers or doctors, possessed of vigor and personality. Among other things they bring to the library the career attitude and a less personal reaction. With the utmost desire to be objective, women often betray the fact that their instinctive response is personal. This is amusingly illustrated by President William DeWitt Hyde in the story of a woman to whom he explained that he disliked to argue with women because they so often took things personally. She instantly countered, "But I never do!"<sup>5</sup>

Should the library appoint married women? Since the library will have many members of its staff marrying and retaining their positions, it may be wiser not to complicate matters further by making original appointments of married women.<sup>6</sup> It is certainly desirable not to appoint mothers of young children. The library loses a good deal of creative interest in the fact that librarianship becomes a secondary and not a primary career, schedules become inflexible and much training for future advancement, wasted effort. These handicaps seem to outbalance the

<sup>4</sup>See also the discussion on the weaker sex in *Library Journal* 63:232, March 15, 1938; 63:294-96, April 15, 1938; and 63:342-43, May 1, 1938.

<sup>5</sup>Bingham, W. V., and Moore, B. V. *How to interview*. N.Y., Harper, 1934, p.148-49.

<sup>6</sup>See Report by Junior Staff Unit, Denver Public Library, Margaret Durfee, Chairman. A.L.A. *Bulletin* 32:402, June 1938.



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fact that married women may have a more rounded life and that this may be reflected in a richer personal service.

The usual age limits for initial appointment to the profession are between 18 and 35 years. If the library holds to the requirement of college graduation the earlier age limit must be raised accordingly, and it is probable that 35 is too advanced for persons without library school graduation and library experience as well.

Probably the most effective ages for original appointments for the general non-library school graduate are 20-25, for the graduate librarian from 23 or 24-30, and for the specialist from 25 to the early 30's. Persons above these ages, except for an occasional special position, are not so readily adjusted to new environments nor so able to cooperate effectively with other members of the staff. They have maturity not required for junior positions and lack the flexibility essential to them. This does not apply to experienced librarians transferring from one library to another.

Good physical health, with no handicaps, is essential. It is particularly important as each person's absence from the public service, which must go on, throws an additional burden on others, and like a stack of cards, the extra pressure occasioned by the illness of one is apt to produce illness in others. One should not discount therefore any precautions that may be placed around appointments in respect to health. If the municipality has a health department which can conduct examinations or if the library is able to employ someone or make arrangements with the Board of Education for their health officer to examine applicants, the results are helpful. It is doubtful whether examinations conducted by the individual's doctor are of much value since the personal physician is naturally primarily interested in his patient's welfare and is not familiar with the requirements of library service; matters not regarded as having significance to the doctor may have considerable importance in the applicant's standing up to daily duties.

Of the 20 librarians consulted, only 7 require physical ex-

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aminations before appointment. It is, however, generally considered desirable for the library to reserve the privilege of requiring one when in any individual case it seems important. (For procedure that may be useful in cases of illness of employes after appointment, see p.80.) The skilful interviewer can ordinarily size up the probable physical condition of the applicant and decide if the examination is needed. The growing pressures of modern life are so taxing that it is difficult to recruit any staff, and this is equally true of pages, custodial and professional workers, free from a number of days of sick leave during the year.

The most important qualification is that of character. As far as the writer knows there are as yet no satisfactory tests for measurements of personality traits. The interviewer is forced back upon a number of details, often insignificant in themselves but which taken together give a rough clue. The writer has learned from long experience that any doubt, even if it is not clearly based on facts, is not to be discounted and no appointment should be made unless as far as can be determined the character traits are entirely satisfactory. Where appointment has been made against one's better judgment, the future has shown the doubts to be justified and no amount of patient handling on the part of superiors has effected satisfactory improvement. The leopard does not change his spots, although of course this does not mean that an assistant may not improve in work and in spirit under sympathetic guidance. It means that if there are fundamental personal lacks or psychologic difficulties, they seem to be too deeply embedded for satisfactory adjustment to participation in group work. Each library may have a few positions in which individualists may fit but it is unwise to appoint the rank and file with any idea of special positions for them. However, there are certain characteristics which are fairly easily discerned and which are indispensable: refinement, a certain spiritual outlook, sincerity, responsiveness and a generous attitude toward the work and

## *Selection and Appointment of Staff*

co-workers, along with vigor and genuine enthusiasm. Some line on these qualities may be secured from information as to the extracurricular activities and social life at college; some from the personal interview and some from the recommendations of college and library school officers.

Remembering always that the best is none too good for the work, the more opportunities for cultivation the assistant has had the better, provided that the privileges of fortunate birth have brought with them a sense of *noblesse oblige* and not a fastidious aloofness or superficiality. If the cultivation is genuine and not a veneer it shows itself, not only in knowledge, but in courtesy, helpfulness and an instinctively kind reaction to need.

Though the day is past when librarians were endowed with such missionary zeal that they were above consideration of proper compensation and other mundane matters, still it is important that the staff be largely recruited of members with spiritual comprehension and tastes. It is fortunate for the library profession that persons so endowed are ordinarily the ones to whom librarianship appeals and that in these untoward days so many young persons are honestly interested in religion as a basis for life. Such a basis gives serenity, sympathy and imaginative qualities that are necessary for the ultimate reaches of library service. The personnel officer may sense these attitudes only incidentally since naturally no direct questions may be asked.

The appointing officer is also helped if, in addition to actual qualifications and standards that have been set up, he or she will keep in mind that candidates should be chosen, not for the immediate position only, but with an eye to their personal potentialities for the future; they should also give promise of being able to keep up with the growing requirements of a progressive library service. Persons should not be appointed with temperamental handicaps so that they can

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work only away from the public in closed departments (these departments deserve the best too). They should be judged by abstract standards and not be chosen because they are better than the general run of persons applying. It is sometimes hard not to become discouraged and make an appointment where the person shines in comparison with the average applicant and yet falls far short of being a really desirable assistant.

One further requirement is that the candidate be motivated by genuine interest in the profession or an honest desire to try it out and not from any negative attitude toward it. This presupposes a real interest in people, in educational and social trends and in civic improvement, and a passion for books. A. S. Cook, in his *Higher study of English*, says in regard to teachers, "He who has not been a passionate reader of good literature from the age of ten or thereabouts, and who does not give promise of remaining a passionate reader of good literature to the end of life, should be gently but firmly discouraged from entering our profession."<sup>7</sup> The same test is applicable to those who would be librarians. Ordinarily, failure in teaching or loss of interest in other lines of work is not a good foundation for librarianship. Though it is not to be expected that applicants should realize the full scope of library service (who of us does?) yet they should be responding to some real appeal which they think the service has for them. There are too many occupations open to young people these days for them to choose one which is distasteful or toward which they are apathetic.

The same bases of selection should be observed by small libraries as well as large since the educational importance of the service is equally great. The fact that the cost of living is ordinarily less in small communities makes possible the maintenance of standards in spite of possible lower salaries.

<sup>7</sup>Cook, A. S. *The higher study of English*. Boston, Houghton, 1906, p.135.

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### SOURCES OF RECRUITMENT

Recruitment for library service has been handicapped by the impression often held by the public that it is a service underpaid and routinized. Very little help has come through vocational books since rather generally they have presented librarianship inadequately. The outlook is improving, however. The development of the advisory service tends more and more to break down unfavorable impressions; salaries are better though not yet satisfactory and clerical assistants, aided by mechanical devices, are relieving professional workers from the burden of detail to some considerable degree. In the ensuing discussion it is assumed that the library is not under civil service. Where it is, the matter of recruitment is limited to names upon the eligible lists although it should be the duty of the personnel officer to encourage outstanding candidates to take the civil service examinations.

Sources of recruitment are determined by the positions to be filled. The duties of the positions should be carefully analyzed and the qualifications necessary for their proper performance clearly recognized. Generally speaking, these positions may be grouped as senior—interpretative or administrative; junior—subprofessional or clerical; and page.

The librarian's task is greatly simplified if by previous careful selection and training he may ordinarily fill his vacancies by promotions from grade to grade. Members of the staff have the advantage of bringing to new work familiarity with the library's resources, policies and procedures, and with community conditions. It is generally recognized, however, that the higher-grade positions should be filled by college or university graduates who are also graduates of library schools accredited by the Board of Education for Librarianship. If, therefore, no one on the staff is available with the necessary qualifications or if new blood is needed in the organization, the librarian naturally turns to the library schools for recommendations either of graduates of the

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preceding class or of graduates of former years who may be holding similar or lower-grade positions in other libraries.

It is advantageous to draw upon as many different schools as possible. Each school has its own emphases and local conditions and recruitment from different institutions enriches the library by the broadest possible variety of training.

Another important professional source for recruitment is the A.L.A. Personnel Division where data covering approximately 40,000 members of the profession are on file. In making application either to schools or the Division it is important to describe the position available, hours of service, pay, chances for advancement, vacation privileges and the exact qualifications necessary to perform the duties. Miss Timmerman, in her admirable address before the Lending Section of the A.L.A. Conference in June 1937,<sup>8</sup> gives striking testimony to the necessity of giving all pertinent information if the Division is to succeed in fitting "square pegs into square holes."

When the library is trying to build up its advisory service it may be necessary to apply to special schools for headships of departments, if the library schools are unable to supply candidates with the necessary background. Dr. Mitchell, in his challenging article, "Personnel in relation to significant trends,"<sup>9</sup> says that "it may readily prove better in the long run to develop this subject literature knowledge in young librarians than to graft library science on subject specialists too often unwilling to submit themselves to a further discipline." Unfortunately, it is not only knowledge of the literature that is required, but readers' advisers in special fields are expected to have a thorough academic knowledge of the subject, to know the special problems of those working in the field, to speak their language, to anticipate their

<sup>8</sup>Timmerman, H. B. "Difficulties found in placement." *A.L.A. Bulletin* 31:634-39, October 1, 1937.

<sup>9</sup>Mitchell, S. B. "Personnel in relation to significant trends." *Library Journal* 59:557, July 1934.

## *Selection and Appointment of Staff*

needs and to be able to judge the literature with those needs in mind. The heads of an advisory service should constitute a faculty recognized as thoroughly competent in their respective fields. Therefore until greater opportunity for specialization is provided in the library schools it may be necessary to apply to schools training in the special field desired.<sup>10</sup>

To go outside of the profession for people to fill these ranking positions is a pity but there seems often to be no alternative. It is hoped that the library schools will ultimately arrange for training in subject fields as well as in the general library courses. In the meantime, it would be helpful if summer or other brief courses could be given which would give specialists chosen from other fields an introduction to bibliographic and publicity methods and orientation in the general objectives of librarianship, its social significance and possible contributions to the life of the community.

A method used by one chief librarian, for the important positions in his library, is to observe members of the profession at conferences and on other occasions and, having determined the desirability of certain appointments, make temporary arrangements until the person is available, even if it means waiting one or two years. His heads of departments are so superior that this method is obviously successful, although its operation may be attended with some difficulties.

The recruitment for positions in the lower grades would be simpler if the work could be more strictly differentiated between clerical and professional and if the problem of eligibility for advancement were not involved. In smaller units of service where the staff has to do all types of work, it seems necessary to have professional workers even though much of their time will be given to routine tasks.

<sup>10</sup>See also Whitford, Robert. "Librarian or specialist." *Library Journal* 63:224-26, March 15, 1938.

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On this point Mr. Ulveling states, "If the maintenance of a professional staff which is adequate to meet the reader demands of crowded periods results in a surplusage of professionally trained help during quiet hours, clerical work may be assigned to this surplus staff without qualms. . . . Beyond this point it is incumbent on us to use the least expensive type of staff capable of carrying on the work."<sup>11</sup>

In larger agencies where the routines may be separated, the employment of persons with fairly low educational qualifications to perform these simpler duties is feasible. However, their advancement is limited, and their appointment prevents the library from having qualified persons to promote later.

To avoid getting non-promotable persons in the public service it is better to appoint as desk assistants college-trained persons without experience. In this case, the assistants have an opportunity to see whether they desire to remain in library work and if so the experience enables them later to get the most from library school. Upon return from school they are ready for fairly responsible positions and for advancement as opportunities arise.

In the case of the library school graduates whose lack of experience prevents their taking immediately more responsible positions, opportunity is offered for orientation in the library, for establishing good methods of work, for observation of readers and for gaining an accumulated knowledge of authors and titles, or at least securing a nodding acquaintance with a large range of books before undertaking more responsible work. The fact that there is so much to be learned during this period, and that these positions are springboards for advancement, nullifies the argument that too great a discrepancy between the performer's ability and the requirements of the job almost always results in an undesirable condition.

<sup>11</sup>Ulveling, R. A. "To what extent is it possible to segregate professional from non-professional work in a public library?" [abridged] *A.L.A. Bulletin* 30:761, August 1936.



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In recruiting college graduates, it is advantageous to make contacts with college appointment bureaus and get from them the names of local students or graduates who might be interested in library positions.

Another alternative is to recruit for the junior grades college graduates with secretarial training and the necessary personal qualifications. Such persons may be promoted to the work of the administration office if they do not care to train for librarianship.

Another possibility is the plan pursued by one of the bureaus of the United States government. Here high school students with capacity and special interests in the fields represented by the activities of the bureau are given work during the vacation, go on to college with advice as to proper studies to pursue, work during successive summers at nominal pay and are appointed, as opportunities arise, to regular positions following graduation. It will be readily seen that such assistants will have had the best practical experience and will have got the most benefit from their university training.

Some libraries maintain training classes from which the junior staff is drawn. An excellent case for it is made by Mrs. Scandrett.<sup>12</sup> Among the most highly organized are those of the Enoch Pratt Free Library at Baltimore where Mrs. Scandrett is director, and the Cincinnati and Indianapolis libraries. Mr. Hadley writes:

I have always been a firm believer in the value of effective training classes in larger libraries. We continue our training class courses since many talented young women cannot afford the time and expense of entering an accredited library school after they have been graduated from a university. Many of them work in this library several years and then accumulate sufficient money for them to enter a library school, and I am certain that their preliminary

<sup>12</sup>Scandrett, M. S. "The training class—relic or hope?" *Library Journal* 63:393-97, May 15, 1938.

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training and library experience serve them well in library school. Moreover, a training class course convinces many young women, as it does us, that they are not the type to choose library work as a life's profession and this discovery is made before a year's absence and expense at a library school are assumed.

Mr. Hadley's points are well taken and the advantage to a library of maintaining a training class is beyond question. Its only drawback is that the successful student must repeat so much of the work and duplicate the time spent upon going on to library school. Those training classes which compensate the student for the practice work performed during the course meet in part this objection. The training class of the Indianapolis Public Library covers three months' instruction and is so organized and presented that it does not duplicate library school courses. The School of Library Service at Columbia University permits the passing off of subjects by those sufficiently experienced and thus they are enabled, because of their previous instruction, to cover more ground.

Another method representing training after library school is internship, but as yet there has been too little experience to ascertain the success of the method. It is certain that the library school graduate without previous experience needs practical training but here again the training must justify the expense to the student. The application of internship to library service was studied by Mr. Francis St. John and his report is now available. His findings do not seem conclusive and further experimentation along this line would seem desirable.

Another channel of recruitment which proves fruitful is recommendation of candidates by members of the staff, provided that the librarian has confidence in the judgment of the latter. If a member of the staff has been connected with the library for some time, he or she is familiar with the qualifications and personal traits which are required by the library. From personal knowledge the staff member may more readily tell

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whether the person being recommended will fit into the library organization than often may be ascertained by the interviewer regardless of how competently the interview is conducted.

Clerical assistants are recruited from applicants furnished by business schools or by superior candidates who do not quite meet the academic qualifications required for admission to professional or subprofessional services.

Pages in a library are generally high school or college students who work full or part time while they are completing their school work. They learn of the opportunity for work at the library through their schoolmates and the library generally has a considerable list of applicants to draw upon. If not, application to the schools or colleges will bring in candidates.

One unsought method by which persons are brought to the attention of the appointing officer is the recommendation of candidates by politically or locally influential persons. The wise appointing officer has from the beginning set up definite standards for appointments and, judging each case on the basis of those standards, remembering always the obligation to add to the staff only those who will best carry out the objectives of the library's service, is prevented from making unwise appointments. In cases where pressure becomes embarrassing the librarian should have the advice and support of the trustees, who have previously approved and established the standards and who are familiar with the library's principles of personnel administration.

### APPLICATIONS AND REFERENCES

To save time and to clarify conditions of appointment, it is well for a library to have for distribution a circular of information in regard to qualifications, grades of service and salaries. It is necessary also to have an application blank calling for specific information which is to be kept on file. The data generally called for include name, address and age; name, address and business

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of head of household (this is useful in case of emergency); full information as to education with names of institutions and dates attended and general standing; intelligence rating (often not secured until later upon application to the college attended); subjects of special study; professional training and experience; preference in type of library work if trained; ability in shorthand and typewriting and other training and experience; reasons for desiring to go into library work; and references. This application blank should be properly and completely filled out prior to the personal interview.

The manner in which the application blank is filled out is a slight test of form, spelling, accuracy and ability to follow directions. For this reason the writer favors a form of application which is not too helpfully lined and spaced. Handwriting has some significance, though it is generally conceded that it does not reveal character traits.

Letters of reference may be limited to those requested. Recommendations furnished by non-library employers or friends who know little or nothing of the requirements of libraries are notoriously unreliable. The statement furnished by the college or university with the transcript of the applicant's record is helpful. The report of the director of the library school, especially where the duties to be performed and qualifications desired have been specifically described, is valuable. The report of the present employer should be sought, but perhaps too much dependence may not be placed upon it. It is human nature to write only the best about the applicant and to give the benefit of the doubt that under other conditions he or she may be successful even if a failure or only partially successful in the present position. Since references are indispensable where a personal interview is impossible, it is important that the persons asked for reports be carefully selected and that the information requested be so worded as to bring out as complete and discriminating answers as possible.

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The American Council on Education developed a rating sheet for personality traits to be used in colleges. The Public Library of the District of Columbia adapted it as shown in Appendix III and finds it reasonably good in bringing out desirable information as to characteristics though it is far from being infallible.

Some statements of qualifications required are appended. Comprehensive schemes of service may be obtained from the libraries of Cleveland, Brooklyn or New York.

### INTERVIEWS AND TESTS

The librarian or personnel officer has secured the names of candidates, has the data as to education, library training or experience, or experience in other work, as given on the application blank and has already learned or will learn in the near future each applicant's intelligence rating and standing at college and, if a library school graduate, further information as to qualifications for success in library work. He now wishes to form his own opinion of those personal qualities difficult to describe in writing. At this point he finds the interview indispensable.

Although Donald Laird cites various cases showing that it is impossible to estimate intelligence through interviews and though the general opinions gained are necessarily liable to error, the superficial impression made upon the interviewer will probably be that of the public, with whom contacts will be superficial, too, and so it has a measure of validity for library work.<sup>18</sup> Also, a good deal of real information may be secured by an open-minded, experienced interviewer. According to Dr. Charters:

He can form opinions on the appearance and manners of the prospect, his likeableness, his attitude toward the organization's kind of work, his outside interests and hobbies, his forcefulness, his brightness in conversation, and any disagreeable mannerisms. He cannot, however, tell how dependable, honest, persistent, or loyal a person is.

<sup>18</sup>Laird, D. A. *The psychology of selecting employees*. N.Y., McGraw-Hill, 1937, p.108-12.

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Traits which do not actually function or enter specifically into the behavior of the interviewee during the interview cannot be judged with any accuracy.<sup>14</sup>

To make the interview as effective as possible and to keep it from rambling off into insignificance, it is desirable for the interviewer to have a definite outline of information he wishes to secure. The points to be studied include health, love of reading and reading interests, social interest, cultural hobbies and accomplishments, seriousness of purpose and other character traits.

Keeping in mind the specific qualifications required for the position under discussion but also remembering the requirements for future positions, the following questions suggested by Bingham and Moore in their book on *How to interview* will be helpful in furnishing the desired information.

What work achievements in school or college gave you most satisfaction?

In what courses did you do your best work?

What languages do you use readily?

Would you like to study more? What?

What part of your work experience did you enjoy most?

What do you feel has been your particular contribution in the work you have done?

What one or two things do you enjoy doing more than anything else?

What activities and interests have you been carrying on? Clubs?

Which do you prefer, desk work or work with people?

Any plans for the future? Study? Travel? Professional study?<sup>15</sup>

This suggestive outline of desired information should not be in evidence nor the questions asked call for categorical answers. They should be used to draw the interviewee out and the whole interview should be carried on in an informal, friendly and spontaneous manner. The interviewer should above all acquire the art of being a good listener.

<sup>14</sup>Bingham, *op. cit.*, p.70.

<sup>15</sup>*Ibid.*, p.230-33.

## *Selection and Appointment of Staff*

In order that the interview should be easy it should be carried on in a place which affords quiet and privacy.

The author customarily has the application blank filled out by the applicant prior to the interview. When the latter is brought to the office and introduced, the author asks if she may read or reread the application. This is for the twofold purpose of refreshing her mind as to the candidate's preparation and to give the candidate an opportunity to look about and to feel at ease. Something in the application suggests a starting point for conversation and what is said about college activities or a previous experience gives indication of the person's point of view. A critical or cooperative attitude, enthusiasm or lack of enthusiasm, interest or lack of interest in reading are indicated. Little courtesies are significant. The behavior of a candidate if the interview is temporarily interrupted, the instinctive, more or less unconscious picking up a pencil dropped by the interviewer or other incidental actions while answering questions show an ability to carry on mechanical processes while talking to the public. During the talk on general subjects, the interviewer has been observing the candidate's appearance and manner to note that he or she has a good open countenance, honest eyes, refined and good-tempered mouth, a sincere responsiveness, neat and simple dressing, quiet manner, background of breeding or refinement. The old idea that character is indicated by physiognomy is exploded but appearance which will be not unattractive to the public is most desirable.

The interview should never be hurried. It should take as much time as necessary and elicit as much information as possible. Often general subjects of conversation bring out more real information than those related to the library wherein the applicant may be more self-conscious. At least the subject of appointment should be left until the applicant is entirely at ease. If the personnel officer is so favorably impressed that an appointment seems likely, it is then wise to talk over the general

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objectives of the service and the attitude needed in the assistant. The applicant's response to this part of the interview is often most illuminating and furnishes essential information for the final judgment.

If the candidate has made a favorable impression, further light may be obtained by taking him or her about the library and observing the reactions to what is shown. Some handle books in such a fashion that there can be no doubt but that they love them; they respond modestly but with friendliness to the greetings of the staff members to whom they are introduced; they exhibit a nice sense of humor as a tale is told them; they are so observant that nothing seems to escape them and in a reserved way they show enthusiasm and interest without being fulsome or artificial. Such reactions confirm the judgment of the personnel officer that the candidate is promising.

At the termination of the interview at which ordinarily no commitment should be made, the interviewer should sum up his or her impressions and go over them with those of the other interviewers. A desirable safeguard is set up if a likely candidate is interviewed by several members of the staff skilled in approach and wise in judgment. Their joint judgment should keep errors to the minimum.

It may be found helpful after the interviews are over for each interviewer to fill in report sheets, similar to the one in use in the Enoch Pratt Free Library or one based on the particular requirements of the individual library.

In spite of the fact that the interviewer must guard against snap judgments, personal bias and the tendency to set up stereotypes, it cannot be too strongly urged that no appointment should be made about which he has any doubt. Only a clear conviction that the person will bring to the library positive qualities that will be helpful justifies an appointment, even a probationary one. The pressure of library work with relentless schedules to be met and the recognition of the fallibility of even



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one's best judgment tempt the personnel officer to hurried action. This tendency should be resisted at all costs. If absolutely necessary, a substitute without full qualifications may be employed for routine work, for a specific period and regardless of efficiency, allowed to go at the end of the period during which the properly qualified assistant is secured.

Hulverson says, "Errors in turning applicants away are usually final; errors in selection may frequently be corrected. Most people are more or less plastic, and the selection of an applicant whose qualifications are slightly below the standard may be corrected through the influence of environment and association with really worthwhile people."<sup>16</sup> While this may be true in other lines of work, it does not seem to be borne out in library experience. On the contrary, every hurried action and mistake in appointment is apt to bring a chain of bad effects, embarrassing to all concerned and with definite discouragement to the assistant, for whom failure at the outset of a career is extremely bad. Moreover, dismissal must be based upon definite defects, often difficult to explain or prove to the satisfaction of the employe; the process is extremely painful and is apt to leave sore spots among friends and in the community.

The wise administrator, therefore, becomes exceedingly selective. He keeps in mind always that he is choosing someone with ability to perform the duties of the position in question but also one who with training and experience will be able to advance.

Since the library is a publicly supported institution, it is extremely important that every applicant for appointment who desires it be afforded an unhurried and sympathetic interview, even if lacking the necessary qualifications. Though it seems a waste of time it helps to build up good will in the community and often may result in introducing a new person to the use of

<sup>16</sup>Hulverson, G. R. *Personnel*. N.Y., Ronald Pr., 1927, p.135.

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the library. The person should be told frankly, however, that there is little or no chance of appointment due to the customary requirements of the service and the standards that have been established.

Two articles, "Technique of the interview,"<sup>17</sup> and "The use of the interview in advisory work,"<sup>18</sup> will be found most useful by all persons who do much interviewing.

Since the matter of appointment of the right candidate is of such primary importance, careful consideration should be given to tests now available and to others as they are developed. Librarians should welcome the opportunity to cooperate in the evolving of tests so that personal judgment may be reinforced with as many objective data as possible. No test will be infallible but the sum total of the findings from various tests may be more valid than individual opinion.

The tests that are most highly considered to date are the Stanford-Binet Intelligence Test, 1937 edition, the Terman Group Test of Mental Ability (grades 7-12), and the Otis group, and for those of personality, the Willing and the Merrill Palmer.

Mr. L. L. Dickerson has used for applicants to the Indianapolis Public Library training class the Nelson and Denny Self-Marking Reading Tests, Form A, and considers them so important that he will continue using them. Mr. John A. Lowe states that he has given applicants for positions the Otis Intelligence Group examinations but that he checks them against the college and university records.

Miss Harriet Howe has done considerable experimenting in connection with students at the University of Denver School of Librarianship. Miss Helen Vogelsson, librarian of Los Angeles County Library, Mr. Clifford Amsden, of the County Civil

<sup>17</sup>Gaw, E. A., and Others. "Technique of the interview." *Educational Research Bulletin* 9:307-09, May 28, 1930.

<sup>18</sup>Sturtevant, S. M., and Hayes, Harriet. "Use of the interview in advisory work." *Teachers College Record* 28:551-67, February 1927.

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Service, and Dr. Ellen Sullivan, of the Department of Psychology at the University of California at Los Angeles, have been working on a list of the traits which a person should possess who is entering library school, and questions to reveal the degree in which any individual possesses these traits. The results of the study are not yet available.

One of the great advantages to a library of being under civil service is the opportunity of drawing upon a list of eligible candidates who have been chosen on the basis of scientific testing. Recognizing the need for tests based on library requirements, the Association of American Library Schools has a committee which is undertaking to make a thorough investigation of tests.

Until such time, however, as tests are more perfected for library use and there is better machinery for handling them in the individual library, the busy administrator may have to rely upon information derived from intelligence, aptitude, personality and other tests that have been given in college and in library schools and which the college and library school authorities may be willing to share with the library. An applicant with a B or better average rating through his entire college course will be apt to measure up to the intellectual requirements of library work.

### APPOINTMENTS

The appointing officer, after having made careful examination of all data and having been favorably impressed at the time of the personal interview, is now prepared to offer the position to the candidate. In doing so it is important that all pertinent information be furnished the candidate, that the exact duties to be rendered, the difficulties that may be experienced, the compensation offered and the chances for promotion be frankly indicated. It is most important to exercise care that the dreams for the development of the position or the idealism of the appointing officer should not innocently misrepresent the situa-

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tion. Above all, no promise should ever be made unless fulfillment is assured.

All appointments should be made in writing and verbal or telegraph ones be confirmed. The letter should state the date of appointment, position and rate of pay and whether the position is probationary or temporary. In the latter case the date of the termination of employment should be given. It is important that the candidate should be informed of hours of service, length of vacation, sick-leave privileges and length of notice required for resigning. If not included in the letter itself, a statement giving this information should be enclosed.

Appointments should ordinarily not be made permanent until after a probationary period of three to six months. A follow-up system should be devised by which the personnel officer is kept informed of the quality of the assistant's work. If all reports are favorable, the appointment may be confirmed at the end of three months; if there is every hope of the assistant's proving satisfactory if given a little more time, an extension of three months' service may be granted. At the end of this period if there is any doubt of the person's ultimate success, he or she should be allowed to go. The important thing is that these probationary appointments should not be allowed to run on without definite follow-up and action until they become a subject of embarrassment.

It is kindness to assistants as well as an obligation to the library not to retain them if they are not going to have any real success. There are other libraries or other lines of work which may supply just the challenge needed and where they may accomplish fine work which they never could do by remaining in their present positions. By the same token, an assistant should be free to resign if he finds that he will not be able to do his best work in a given library.

The first six months in any library must be a period of orientation and adjustment, and the assistant during this period

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should be given every encouragement and help. Upon arrival he or she should have another conference with the personnel officer in which his or her specific duties are described, the objectives of the library indicated and other helpful general information imparted. The assistant is then taken over the library (unless this has been done at time of the interview) and told something of its organization and service and introduced to members of the staff.

After these preliminaries, the assistant is turned over to the department head to whom assigned. Though watched carefully by the supervisor, this watching should be unobtrusive and take the form of protecting the assistant from mistakes rather than of correcting them. The supervisor should have pride in bringing out the best in the assistant and in showing the easiest methods of handling the work and, more by example than by precept, set forth the proper attitudes toward the service. Nevertheless, during the period of probation qualities will come to light which are fundamental and may not be excused on the score of newness. Accuracy, neatness, courtesy, industry, and integrity or lack of them will be demonstrated, giving a pretty definite idea of the person's potential value to the library.

It is probable that assignment to small units where there is closer supervision and more variety of duties than in large ones is desirable during this period, though for the best results those units should be selected in which the supervisors are most competent to train. There are supervisors who with the best motives in the world produce in their assistants a state of "being all thumbs." Others have the faculty of putting people at ease and yet getting the best and largest output of work from them. Assistants differ, too; some fall on their feet the first day and act as if they had always been in a library. They are modest, teachable and unobtrusive, yet make an immediate place for themselves in the group. Others are slow to fit in but have solid qualities that promise well for the future.

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Help in the period of orientation is given through staff meetings where the assistant is stimulated by instruction and by the contacts with others in the group. One library has a young assistant personnel officer who in the line of duty builds up informal and friendly relations to help the assistant to become happily adjusted.

## Follow-Up Methods

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As STATED elsewhere, the follow-up procedure is ordinarily the weakest point in the library's handling of staff. This is true not only in the library but according to the *Handbook of business administration*, "one of the greatest shortcomings in present day employment technique"<sup>1</sup> in the business world. Dr. Scott writes, "A constant follow up is required if the assistant is to remain an effective worker in his work unit. Physical, mental or social factors constantly influence him so that while thought and care must be taken in selecting, planning and following him up, an equal amount of thought and care must be taken in constantly adjusting and readjusting him to his work as long as he is a member of the organization."<sup>2</sup> Unless there is a definite procedure it is difficult not to neglect the assistant after the probationary period is over, in the pressure of the new duties arising daily.

It is the function of the immediate supervisor to teach the specific work and to make a sufficiently definite report to guide appropriate action when the time arises for the appointment to be made permanent. However, the supervisor has other responsibilities and all subchiefs are not equally discerning. Some are soft-hearted, or perhaps lack courage, and reason that though the assistant is not a great success in her department she would probably be excellent in some other to which she will doubtless later be transferred. Some think time will remedy defects and let matters drift along.

<sup>1</sup>Anderson, V. V. "The employment interview." In Donald, W. J., ed. *Handbook of business administration*. N.Y., McGraw-Hill, 1931, p.1096.

<sup>2</sup>Scott, W. D., and Others. *Personnel management*. N.Y., McGraw-Hill, 1931, p.96.

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It is because of these natural tendencies that the personnel officer is needed to develop and carry on follow-up procedures. The usual ones consist of seeing that training is continuous and coordinated and checking up through interviews on the progress made.

The training may be informal, as given in connection with the duties on the job; it may be informational, through staff meetings either departmental or general, or it may be formal, through courses given by division heads, by the personnel officer or chief librarian. Whatever the method or methods chosen, a definite and progressive pattern should result, so that after a given time the staff member has clearer objectives and is ready for greater responsibilities.

For this earlier period it is a great help if the library can depend on a few staff members who are really interested in bringing young people on and who will give them sympathetic guidance and help, maintaining at the same time entirely impersonal relations, showing no favoritism and discouraging any hint of hero worship. The subject of in-service training will be discussed further in a later section.

The personnel officer should have a tickler system by which he is reminded to hold interviews regularly at least twice a year and preferably oftener. These interviews should cement the relations between staff and the administration, clarify purposes, clear up misunderstandings and encourage further growth. They should be preceded by a conference with the assistant's chief so that the latter and the personnel officer may have a common understanding and purpose. The important points covered and advice given should be kept on the staff member's progress card so that reference may be made to it as desired, and particularly before the next interview. A suggestive form for the follow-up interview follows on page 75.

Libraries are very fortunate in that the necessity for adjustments and discipline is at the minimum. The high quality of the



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### FOLLOW-UP INTERVIEWS

Name	Date	Interviewer
1. Work		
Present duties		
Routine		
Book knowledge		
Relations with staff		
Technical		
Administrative		
2. Health		
3. Life outside of library		
Comfortable living arrangements		
Opportunities for recreation		
Hobbies		
Out-of-doors life		
4. Professional growth		
Reading		
Thinking		
Experimenting		
Association membership		
Plans for future—Preparation for advancement as indicated by promotional chart		
5. Special considerations—Summary and advice		

personnel, both in character and in intelligence, their devotion to the service and the identity of interest of administrators and staff bring for the most part happy relations.

Nevertheless, libraries operate in a real and not in an ideal world and its members are subject to strains and stresses as are all men. "Conflicts are not in and of themselves bad," says Mr. Lindeman, "or immoral or unethical. They simply are. Life is conflict."<sup>3</sup> The librarian or personnel officer endeavors to adjust these conflicts and integrate the opposing elements to the best advantage and growth of staff members and service.

Some of these difficulties arise from conditions in the work, some are personal, results of illness, financial worries, family troubles, personal perplexities. The chief librarian's or personnel officer's responsibility for the good work of his staff makes it

<sup>3</sup>Lindeman, E. C. "Industrial technique and social ethics." *Survey* 50:507, August 1, 1923.

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incumbent upon him to foresee difficulties and guard against them, iron out and adjust those that result from conditions within the library and give such help as is possible to the ones arising from personal causes.

The first essential is for the executive to be right with himself, to meet his problems with singleness of purpose, not trying to justify his past action, but to get at the real cause of trouble. He must not let his personal relations color his judgment.

The executive may happily start with the premise that people mean to do the best they can. They often have surprising blind spots or are the victims of poor work habits, but it is rare in library circles to find a person deliberately careless, lazy or unkind. The executive must endeavor to get all the facts involved in the difficulty, analyzing them with the person concerned, and working out a solution on what together they think would be best for the library. It is important for the executive to know what kind of work the assistant does and something of his temperament since solutions must be worked out on the basis of the individual's personality.

Some light on analyzing a situation may be derived from testing the three elements in a work situation as given by Walter Dill Scott; namely, capacity, interest and opportunity. Treatment will naturally differ if the work is beyond the capacity of the worker, if for some reason, he has lost interest or if he is restive under sense of too little opportunity and scope. It is important, too, to realize that an inferiority complex has many strange manifestations and to identify it when it is the true cause of trouble.

Often difficulties come from lack of understanding and can be easily solved by a frank explanation of the circumstances which made necessary an unwelcomed rule or decision. Often it is wise to precede rumor or announcement by giving a person confidential information in regard to a forthcoming administrative action affecting him, and this should be done in all cases where such action is adverse to his interests.

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In the personal interviews arising from conflicts, the assistant should be allowed to tell his whole story without interruption, assured of a sympathetic hearing. Questions should be put gently, and the executive should not try to argue. Sometimes it is wise, after the story is told, simply to divert attention into new channels of interests. Sometimes reiteration of a single statement is the best treatment. Often, in the mere telling, the solution will be apparent.

In cases of disagreement between two members of the staff, the difference may be ignored if purely personal and if it does not affect the service; but where it slows up the work or makes for friction in the department, the matter should be thrashed out in an effort to find a common meeting ground for cooperative effort.

A more difficult situation arises when there is friction between supervisor and assistant, since, unless very carefully handled, the supervisor may hold it against the assistant for bringing the matter to the attention of a superior, and a bad matter may be made worse. If possible, adjustment is better made by separate conferences; but if that fails of good results, a joint conference should be held in which it is assumed that each wants the best for the service and it is made clear that there is no real criticism involved, if up to that time they have misunderstood each other or failed to have seen the need of cooperation. By analyzing the matter, it is possible to work out together the "law of the situation" in the interest of the library.

Where conflicts are aggravated by differences in age, effort should be made to show to each the value of the contribution of the other and how together they may improve the service.

Where differences develop between coordinate officers, they should if possible confer and come to some agreement between themselves. The desired change in procedure or practice should then go to the chief librarian for approval and ratification.

The wise executive recognizes that generally adjustments

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need to be followed up so that the good results may be maintained. He realizes that it takes time to establish new attitudes and habits and that encouragement is needed to make the effort. Probably one of the greatest weaknesses of library administrators is the failure to follow through until matters are really cleared up.

Often difficulties may be handled entirely objectively by explaining purposes, setting up standards and building up *esprit de corps* in staff meetings.

The solution to many personnel problems lies in a transfer, giving the assistant a fresh start, renewed interests, a new group of associates and additional experience; or on the contrary the remedy may consist in sticking it out in the same position and conquering the difficulty, with further training by the supervisor and with the encouragement of the personnel director.

Occasionally the transfer is found desirable because of a clash of personalities which prevents real growth. This latter must not, of course, interfere with the completion of a necessary training period nor with a theoretic scheme of in-service training. There are frailties in the best of people and members of the staff must learn to work together, not like children, but like professional colleagues. However, with every desire to be impersonal, working conditions bring members of the staff in close contact and the old adage still applies

"I do not love thee, Dr. Fell,

The reason why, I cannot tell."

Many a young person restive under a daily rub becomes a new creature when transferred to a different group; many a department head worries over getting the work done with a member on her staff whom she finds personally trying.

In the case of difficulties involving junior assistants, it is well to hold to the theoretic plan, asking the cooperation of chief and assistant and pointing out that the arrangement will be more quickly terminated if conditions are made so satisfactory that

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the necessary experience may be easily obtained and transfers made only in special cases where similar experience may be obtained in another unit.

In the case of senior assistants whose assignments are to be of relatively long duration, it is exceedingly worth while to try to bring together a good working team, remembering that one of the great charms and delights of librarianship is the companionship of congenial persons.

The question of transfer is further complicated by the conflict between the need of wider training and the loss of efficiency to the department occasioned by a change. Against this loss of momentum are the advantages of the fresh point of view and enthusiasm introduced by the new incumbent and the prevention of the assistant's getting into ruts by staying too long in the same position. Careful balancing of the pros and cons must be made.

In the case of quite young members of the staff and particularly those who do not live at home, it may be desirable to inquire if their hours out of the library are giving them what they need in the way of comfortable living quarters, friends and recreational life. However, the young worker of today is so competent that ordinarily he or she manages very well and adjusts readily into a new environment.

Sooner or later valued assistants will be faced with some personal difficulty that will handicap them temporarily in doing their best work. The executive will understand but will give the moral support of expecting as good work as possible under the circumstances. It is not fair to other members of the staff for any assistant to lie down on the job, but if it is obvious that sincere effort is being made to carry on, the assistant should have every help possible. In cases of ill health, death of a near relative, or temporary financial emergency, the library administration should stretch its privileges to the utmost, standing by as the loyal members of any family would do.

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The most difficult case that arises in a library is that of the development of a mental maladjustment on the part of some member of a staff. Here expert handling is needed since the librarian is not a psychiatrist. It is important to get the assistant into the hands of a competent medical adviser as soon as possible, time often being a factor in the remedy. The library should cooperate with the physician or psychiatrist, keeping the assistant on, changing duties if there is hope of recovery or until the time comes when the condition interferes with the work of the associates. Such cooperation will help to gain the support of the physician so that when separation from the service may no longer be postponed he will often put the matter before the patient in such a way as to prevent bitterness. The doctor's tact may be such that in spite of the termination of employment the library is seen to be acting in the interest of the assistant and happy relationships are maintained. It is desperately hard to let a person go for physical reasons after years of faithful service, and alleviation of the unhappiness on both sides may best be effected by the doctor. It is in such cases that the original contract between the library and the assistant, which requires physical examinations as needed, is found particularly helpful since it enables the library to work with the physician. The importance of a pension system to meet cases where retirement for disability becomes necessary is obvious.

There are cases, however, in which it becomes quite obvious that the assistant will never fit into the library picture. Even if the assistant is reasonably satisfactory in elementary duties but displays no potentiality for handling more advanced work, it is advisable to let him or her go promptly. If new appointees are brought in on a temporary or probationary appointment, the matter of dropping them is easier. It need not even be considered a dismissal. It is no kindness to assistants to keep them in work in which they will never do their best, when by letting them go they will probably find the thing for which they are

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really fitted. It is easier for all concerned if the termination of the appointment is taken as a matter of course and not as a tragedy. It has been the writer's happy experience to find that assistants who have been let out have in practically all cases gone further and faster than if they had remained. However, this applies only to new appointees during the period of probation. It is not fair, nor should it be necessary if there is a careful follow-up system, to allow an assistant to drift along for a period of years and then summarily be dismissed. Only most serious offenses, clearly proven, would justify such action.

But if dismissal becomes necessary, it is better not to put any charge in writing unless required to do so by municipal regulations. As just indicated, many cases are simply matters of assistants' drifting into the work for which they are not suited; in other cases low efficiency ratings will tell the story; but there are many cases where charges could not be sustained by actual proof, but where lack of honesty or truthfulness, or other qualities are none the less definitely recognized.

It is particularly important not to make formal charges, and especially not to put charges in writing. Lack of fitness and the obligations of the chief librarian and of the trustees to employ persons who in their judgment best serve the library's purposes are sufficient reasons for separation. Otherwise, the library may become involved in a lawsuit with attendant unsavory publicity. In such cases care should be exercised not to be trapped by friends or lawyer into entering into explanation and argument. The device of simply reiterating the right and obligation of the librarian to keep those only who seem best fitted for the work is the safest course.

When the library is under civil service or other governmental authority in which power of dismissal is lodged, it is well to talk the case over with the appropriate officers before any action is taken. The chief librarian should have the further protection of the understanding of trustees in any critical case.

# Working Conditions

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IT is a well-known fact that much that is sacrificed in the interest of economy is found in the long run to be uneconomical. Consideration of the working conditions of the library assistant has received too little attention and may fall into this category. So eager have been the librarian and his co-workers for the development of the service and so restricted the financial resources that many considerations which in the long run would have resulted in better service have been neglected.

It is important to recognize that the library makes heavy demands upon the vitality of its workers—the rapid adjustment to a varied clientele seeking information over a wide range of questions, the confusion, frequent bad air and lighting, hurried and irregular lunches and suppers all take their toll in vital forces.

Moreover, librarians are often victims of their own zeal. Do we not often undertake projects for which we are not equipped? Perhaps also we are prone to recruit into librarianship persons with sensitive nervous systems, advantageous for responsiveness to public demands, but with a tendency to make too heavy physical demands upon themselves.

Whatever the causes, the result is that, more often than one likes to contemplate, assistants, even young ones, are too tired at the end of the day fully to recuperate after a night's sleep. Fatigue thus accumulates and the assistant becomes progressively unfit for the day's duties. It is not a happy thing to watch young people losing vigor and spontaneous enthusiasm while engaged in a service that requires just those qualities for effec-



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tive relations with the public and which should bring such happiness.

It is important, therefore, that every consideration should be given to the problem of minimizing strain.

First, it should be remembered that library service is both a profession and a big business. We have perhaps confused the two aspects of our work, trying to make both of them professional, and so neither getting the best results in the professional service, nor conducting the business end with such regard to detail as would result in the maximum output with the minimum expenditure of nervous force and energy. Any business that had a turnover of several million units of goods annually would provide the best working conditions and best-known practice in handling such a volume of work.

This does not mean that there should necessarily be a segregation of workers; professional workers performing only professional work and clerical workers carrying all the routine. Quite the contrary, since in a career service the professional workers must begin in grades where much of the work is of a routine nature. It means that when an assistant is performing professional duties she should be asked only to give them complete attention, and when doing record work, to do so under conditions which are accepted in the business world as necessary for good work if it is to be maintained day in and day out.

It follows then that as far as possible, record work should not be carried on at public desks. Persons assigned to these desks should be responsible only for good service to the public. Work requiring concentration and accuracy should not be undertaken where it will be constantly interrupted but in quiet workrooms where it can be performed better and in half the time. There is a mental rest in settling down to work without the conscious or subconscious fear of interruption. Moreover, the entire change from public service eases the nervous tension.

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The arrangement and outfitting of the workrooms, whether for workers in public or nonpublic departments, are of paramount importance. Every carefully planned detail will result in improved service and in economy of effort.

When an assistant enters a workroom he should find it orderly, adequately lighted and properly heated and ventilated. The furniture should be so arranged as to expedite duties without loss of motion or time. Above all, desks and tools should be in good condition for immediate work.

Cupboards for supplies and posters, a table equipped for pasting and files on swivels which can be used by more than one assistant if necessary, without rising or undue stooping, will facilitate the work.

In the allocation of space, 100 square feet per person is the usual rough allowance, including files and typewriters. A closer estimate for different types of workers will be found in Eugene Bengé's *Cutting clerical costs*.<sup>1</sup>

In *Management's handbook*, edited by Alford, the following table, slightly adapted, is given which may be helpful in estimating space when various kinds of equipment are used:<sup>2</sup>

Individual	Kinds of Work	Appliances used	Furniture needed	Sq. footage required
		Furniture Needed		

From 3 to 3½ feet should be allowed between the back of one desk and the front of another and 4 feet as a minimum for aisles.

It is important that each assistant should have her own desk.

<sup>1</sup>Benge, E. J. *Cutting clerical costs*. N.Y., McGraw-Hill, 1931, p.46-47.

<sup>2</sup>Barnaby, John. "Office management." In Alford, L. P., ed. *Management's handbook*. N.Y., Ronald Pr., 1924, p.400.

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There was a time when the writer thought such provision unnecessary and extravagant, arguing that workers in public agencies are never all in a workroom at the same time. Experience has demonstrated, however, the desirability of individual desks, and that each person should have his or her own outfit of necessary tools.

Some consideration should be given to the selection of desk chairs. Here again improvements are being made so that advantage should be taken of up-to-date information. The desiderata, according to Tead and Metcalf, are an "adjustable back with a padded rest . . . to support the worker immediately below the shoulder blades; an adjustable seat so that its height from the floor can be regulated . . . ; adjustable foot rests; and finally a cushioned seat. In short a good chair is one which re-enforces and supports the body at those places where re-enforcement means less exertion, better posture, and consequently a better functioning of the vital organs."<sup>3</sup>

Air to be generally comfortable for workers should be kept at an average temperature of 68 degrees Fahrenheit with adequate humidity. Unless the building is air-conditioned, the matter of ventilation is a difficult one. Unfortunately staffs do not come all "fresh-air fiends" or all "hothouse plants" so that to get conditions that suit varying temperaments is ever a problem. In an old building with window ventilation, thorough airing of the rooms several times a day is probably the best that can be done.

The lighting of workrooms is a simpler matter. Sufficient natural light penetrates 25-30 feet from windows. As much natural light as possible is desirable but desk lights may be used to supplement as needed by individuals. The lamps having lights of three intensities are particularly helpful in meeting the requirements caused by variations in individual eyesight and daylight. Desks should be placed so that the light falls over the left

<sup>3</sup>Tead, Ordway, and Metcalf, H. C. *Personnel administration*. N.Y., McGraw-Hill, 1933, p.123.

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shoulder. Sunshine in the room is a great boon adding to healthfulness and cheer. Care should be taken, however, that there should be no bright reflection on the working surface. The room should be painted a soft color (some authorities recommend a light green) to prevent unnecessary light absorption and glare. Since lighting and ventilation are constantly being improved by scientific research, advantage should be taken of the latest standards in the planning of any new building or remodeling of old.

A small conference room attached to the work space, where necessary consultation may be carried on, will eliminate interruptions and assist in maintaining restful quiet in the workroom.

It is stated that a loss of about 10 per cent in output of work may result from working in a noisy room as compared with the accomplishment possible in a quiet one. Accoustical tiling which will absorb much unnecessary noise is now available. In the cataloging rooms of the new Rochester Public Library many typewriters are in constant use without any sense of discomfort. Noiseless typewriters should be used generally, but some find them not so satisfactory for large numbers of carbons or for cutting stencils. A quiet floor covering, linoleum or rubber tiling, will deaden the sound of footsteps and book trucks.

A wash basin should be installed in the workroom. Handling of dusty and soiled books and use of paste necessitate frequent washing of hands and it is a time and step saver to have the basin conveniently placed. Drinking water should be convenient in bubble fountains or other sanitary containers.

The old adage "a place for everything and everything in its place" puts the emphasis where it belongs. Everything cannot be in its right place unless a place is available for it. It is incumbent upon the administrator to see that proper consideration is given to all these needs; then each assistant should be held responsible for proper care of room, desk and tools.

There is a moral and psychological effect that comes from order which justifies paying strict attention to it. If a room is

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disorderly, desks loaded with unnecessary books and papers, tools lacking or in poor condition, there is no incentive for careful work. "Order does something to our thinking and therefore to ourselves. Each soul needs the effect upon itself of a certain effort at simplicity and orderliness. Once it is created about us, it begins to strike in and do something to our inmost selves. We tend to reflect the nature of our surroundings. If there is simplicity and order in them, there will gradually come simplicity and order in us." It is a wise administrator who insists upon a ship-shape room and trains the staff in orderly and systematic habits of work.

## In-Service Training

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PRE- and postprofessional training lie outside the field of personnel administration as do the curricula of the library schools. Nevertheless, the personnel director is enormously interested in the training which the new staff member brings to the library and realizes more and more as the days go on how much further academic and professional education is needed if the library is to perform its civic function soundly.

The matter of the desirability of pre-library courses in college has been raised. Whether this is as desirable for librarians as pre-medical and pre-legal courses are for doctors and lawyers would seem to depend upon whether the librarian expects to specialize in a subject field or qualify for general library service. One thing that may be said is that the college training should be purely academic and exclude vocational courses. The opportunity of obtaining a broad cultural background in four years of college is all too short at best. It should not be further reduced by non-pertinent vocational courses. If the young college student who looks forward to librarianship as a career will get advice from the local graduate librarian, his or her courses may be advantageously selected on the basis of personal interest and plans.

After college, the student should if possible have some practical experience in a modern library before attending library school, preferably not less than a year. This may not be feasible for persons living in a small community but where there is a possibility of obtaining a position in a well-conducted library or entering a well-organized training class, the opportunity should be grasped.

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Mr. F. L. D. Goodrich developed the plan of "fellows" in the Library of the College of the City of New York. These "fellows" were mostly library school students who were paid for part-time work and employed for not more than two years. They worked at desks in reference rooms or in circulation departments and spent at least six months at one job, sometimes the whole two years. The work rather than their experience was the primary consideration. The practice of employing outstanding college men and women, who were prospective library school students, as part-time "fellows" might be generally used to advantage, since it would afford the desirable practical experience without loss of time to the student or without the requirement of exceptional consideration on the part of the library.

Obviously, one year at a library school is inadequate training. Those schools which now permit students to pass off subjects in which they are qualified by reason of previous experience enable the student to cover a larger field of instruction. Even the best and most of instruction must be supplemented by practical application of theory under actual working conditions.

To meet this need the progressive library must develop a systematic program of in-service training if the staff is to maintain the highest standards. It may be argued that senior members of the staff should be able to keep themselves stimulated, but conditions are continually changing, requiring constant restudy, and books as they pour from the press must be evaluated in relation to present collections. Moreover, the service must be integrated all along the line. The wise administrator with an eye to the future plans the training so that understudies are available to meet emergencies, and members ready for new developments and new demands of the service. However, Mr. Strohm voices a necessary caution that the training must be done by competent leaders or teachers. "There are too many institutions and courses," he says, "achieving little. It is not fair to those subjected to such training unless it be of the very best."

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Some of this training may be secured by "doing" actual work, some of it by formal and some by informal instruction. The staff meeting is the most usual form of training and is good, in so far as it is carefully thought out and planned. Staff meetings are ordinarily employed to improve the technique of their particular department and for discussion of books, and have the underlying purpose of promoting *esprit de corps*. All training must meet careful standards to justify the loss of time from actual work.

A most complete plan for in-service training is described in a pamphlet, "Field training program," formulated by a committee of librarians selected from the staff of the Queen's Borough Public Library, in 1934. This program is planned to give complete experience training to library school graduates by rotating assignments to all departments and to major and minor branches over a six-year period. "The field training program," says the report, "is mutually advantageous. It permits the library to man its staff with assistants of proved capability in the positions where they will be of greatest service. It increases the scope of the librarian, prevents a narrowing of interests before he has comprehended the extent of the library's activities and provides him with an opportunity to discover in what part of the library field he can do his best work." The plan is excellent but probably would require considerable simplification in libraries less large than those of greater New York.

Probably the first need of the new incumbent is for orientation in the policies and purposes of the particular library. In some way the new assistant should be informed of the organization of the library, its relation to the local government, who are the trustees, how appropriations are secured, some general information as to the community, objectives of the service to adults and to children, and the resources of the library and how obtained. This orientation may be accomplished by individual or group instruction by the personnel officer, by circulars of information, annual reports or other designated reading, by visits or brief as-



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signments to different departments and by careful follow-up procedure.<sup>1</sup>

The second necessity for training is in knowledge of books—stimulation to wider and more critical reading and to familiarity with a large working collection. Mr. Peyton Hurt in an article on staff specialization offers an excellent methodology for such study. The writer does not think this plan a substitute, as suggested by Mr. Hurt, for departmentalization but for the specific training of the general assistant it would seem excellent. It was successful in the experimental seminar at the School of Librarianship of the University of California. The method as outlined is here quoted:

1. Secure a topical outline of the subject content of the field.
2. Give brief consideration to the principal encyclopedic works.
3. Locate and examine all guides to the literature of the field.
4. Prepare a basic list of textbooks and other general works devoted to the entire field; examine some of the outstanding titles.
5. Make a similar study of the books and monographs devoted to special phases of the subject (see topical outline under (1) above).
6. Give special attention to the sources of printed materials, i.e., the learned societies, institutions, agencies, and individuals responsible for the production of the best publications in the field.
7. Become familiar with the periodical literature and serial publications.
8. Consider the pamphlets and ephemeral material.
9. Make a thorough study of the reference books—the encyclopedic works, indexes, bibliographies, handbooks, and so forth.
10. Note the related fields having publications of interest.
11. Learn the trends of research.<sup>2</sup>

<sup>1</sup>The Junior Members' Round Table has appointed a Staff Orientation Committee "to outline plans for the instruction of new appointees to library positions on the history, procedure and special policies of their library." This is an excellent project and the report of the committee will be awaited with interest. See A.L.A. *Bulletin* 33:50, January 1939.

<sup>2</sup>Hurt, Peyton. "Staff specialization: a possible substitute for departmentalization." A.L.A. *Bulletin* 29:417-21, July 1935.

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A "stencil of criticism" was applied to each type of material covering the following points:

Extent and nature

Significance

Use (by scholars, by the general public, and others)

General works (of this type): extent and nature, significance, use

Special works (of this type); extent and nature, significance, use

Selected titles (in some cases a complete list), with annotations.<sup>3</sup>

The third essential in training is integration. This may be secured by conferences and by group thinking. Perhaps better than the technique of staff organization to improve service is the development of the technique of conference carried on by various committees composed of members changing with the project or study in hand. These may be community surveys, studies of reading interests or departmental or interdepartmental services.

The writer has long contended that one of the greatest needs of librarians is the opportunity in official time to do some sustained and constructive thinking. Thinking there is, of course, but ordinarily done out of hours with a fatigued mind. If one is running to catch a train, one relies on muscular habit and past thinking and planning. Too much of library thinking is like that. It was a matter of exceeding interest therefore when the opportunity to think was a determining factor in the decision as to which of two positions should be accepted by a young library school graduate. Committee work with its opportunity for thorough thinking through of problems is therefore exceedingly important. To learn patiently to analyze difficulties, dissolve conflicts, "to abandon one's ambition to push through one's own plan or opinion in favor of confidence in the spirit of common research for true solutions" is a real accomplishment and one

<sup>3</sup>Hurt, *op. cit.*

## *In-Service Training*

which has enormous value for the individual and for the library. The new discussion methods deserve careful study and experimentation with library groups especially with younger members for the purpose of training in objectivity and integration.

Library literature includes various articles on internship. In 1933 Miss Newberry wrote a term paper on it for the University of Michigan Library School. In 1935 the *Library Journal* published a paper by Mr. W. E. Wright on "Internship in library education" and more recently the study by Mr. F. R. St. John has been issued. There seems, however, to have been no very conclusive experimentation. Possibly the fact that the intern's contribution to the service would be of little value owing to the two months' rotation in the various departments and the special consideration that duties should be arranged for the benefit of the intern rather than to meet the exigencies of the service have been a deterrent in trying out the plan. It may be questioned also whether the student would get enough from the 10 months' training to justify the financial sacrifice he would need to make. Possibly, more practical than such a plan would be training in some special field or type of service through an internship in various libraries in which the particular service was highly developed. A shorter assignment would not be difficult for the individual library to plan and make profitable, and by experience in a number of libraries the student would get the broadest knowledge of practice. For example, an intern ready for specialization in the duties of a reader's librarian would doubtless profit by studying the methods used both at the central library and at branches in New York, and at the Cleveland, Washington, Milwaukee or other libraries where the advisory service has been highly developed.

Interchange of librarians, either in this country or abroad, is occasionally possible. However, the differences in salaries and local conditions prevent easy transfers.

Though the administration should see that in-service train-

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ing is carried on systematically and effectively, the professional worker should at the same time proceed with his own adult education. This ordinarily takes the form of reading professional literature, magazines of literary criticism, newspapers and current periodicals, and embracing such cultural opportunities as the locality affords or as may be taken advantage of by travel during vacation periods. Happy is the librarian who early in his career develops one or more hobbies. "My son, we should lay up a stock of absurd enthusiasms in our youth," quotes Miss Wessells in an article on the subject in the *Library Journal*.<sup>4</sup> Dr. Bowerman, writing on "The education of librarians," quotes, "The educated man is one who is making good and continuous progress in his interminable education," and says, "The adult education of librarians in service should consist of the following: 1. Reading, writing and speaking. 2. Taking advantage of every kind of cultural opportunities such as the theatre, music, art and travel. 3. Personal contacts and organization contacts, professional and lay, both to get and to give."<sup>5</sup> In this connection, memberships in committees of local library associations, or in educational or social-service groups or of the American Library Association, affording study of specific problems with other librarians or educators, are stimulating and educational.

Opportunities for educational or professional development are more and more available. A Staff Day such as the one in San Diego as described by Miss Fitch<sup>6</sup> could be arranged by almost any library and would enlighten the staff annually as to the activities and accomplishments of all departments of the library. Local institutes are held from time to time. That held each summer at the University of Chicago Graduate Library School is found most stimulating by those who attend. Summer

<sup>4</sup>Wessells, H. E. "Absurd enthusiasms." *Library Journal* 60:236, March 15, 1935.

<sup>5</sup>Bowerman, G. F. "The education of librarians: formal and informal." *Library Journal* 60:227-32, March 15, 1935.

<sup>6</sup>Fitch, M. E. "Staff Day in San Diego." *Library Journal* 63:103-04, February 1, 1938.

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refresher courses are available at several library schools. In academic fields there may be cited the summer institute at Wellesley and alumni courses at other colleges. Drama and art schools have summer sessions in delightful wood and seashore surroundings.

There are an increasing number of grants-in-aid but not nearly enough to raise the standards of libraries generally. In fact scholarships for the one-year course do not seem as essential as for graduate study. In some way or other the young person will get the one year's vocational training as a part of preparation for life. It is more difficult when one has joined the ranks of wage earners and has financial obligations as is generally the case, to give up a salary, especially as the person best prepared to profit by such study is often the one who has reached an advanced grade and compensation.

The urgent need in libraries today is for greater opportunity for members of the staff to think, to read, to live a normal social and cultural life and to grow professionally by periods of advanced study. President Wriston, formerly of Lawrence College, puts the matter clearly. He is speaking of the college librarian but his words are equally applicable to the public librarian:

If this view of the librarian as an officer of instruction has any validity, he should be allowed to organize his time as do other officers of instruction. At least half his 'working' time should be available for private study and 'preparation.' We should view with merri-ment, if not with horror, the suggestion that a professor spend seven hours a day lecturing to classes. Yet because the instructional aspect of the librarian's duties is not adequately perceived, we never see the absurdity or the waste of reserving no time for him to spend in that exercise which seems so natural, indeed so inevitable a concomitant of professional duties. If the librarian must take the world for his intellectual parish, there should be time for him to study. It is perhaps needless to remark that by the word 'librarian' I am designating the whole staff, who with a necessary division of labor

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within its own ranks, must nonetheless maintain a perspective so clear that no division of labor can destroy it.<sup>7</sup>

If administrators and trustees really believe that the function of the library is educational, they should work for conditions that will enable the staff to live up to their educational responsibilities by personal fitness and growth. They should see that members do not have too many hours each day of exhausting public service, that salaries permit savings for further study, that it is possible to arrange for leaves of absence for study or travel without throwing too much burden on those that remain, or involving too much personal financial sacrifice.<sup>8</sup> They should encourage growth by making conditions favorable to growth, not by adding pressure to an already overworked staff.

<sup>7</sup>Fay, L. E. "The continuing education of the college library staff." *Library Journal* 62:199, March 1, 1937.

<sup>8</sup>In 1932, W. E. Maddock found that of the 838 cities investigated, 533 offered definite monetary inducement for their teachers to attend summer school. See his article, "How public schools reward teachers for summer study." *Nation's Schools* 10:36-38, November 1932.

# Courtesy in Library Service

*By Althea H. Warren and Lora A. Roden*

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*It is nothing won to admit men with an open door,  
and to receive them with a shut and reserved countenance.*—FRANCIS BACON in *Advancement of Learning*.

THE ultimate purpose of a book is to be read; the ultimate function of a library is to place books in the hands of people who will read them. To accomplish this we erect buildings of beautiful and convenient design; we devote what might almost seem an exaggerated care to the selection of titles for purchase; we devise ingenious schemes of classification and cataloging and put forth our utmost efforts to make the community aware of our existence and of the part books may play in its life. But the final decision as to whether the purpose of this preliminary work is to be realized or defeated depends upon the degree to which the access of readers to books is made easy and pleasant; and that in turn depends, not—except in an indirect way—upon the librarian or department head, but upon the efficiency and courtesy of those members of the staff whose daily work brings them into contact with the public—in inquiries over the telephone, at the information or loan desks, or in the reference room. The atmosphere of the library, cordial or forbidding, gracious or grudging, tense or peaceful, is determined by countless seemingly trivial details in the conduct of these employes; it is, to a large extent, the expression of their attitude to their work, to each other and to the public they serve.

In our relations with the public we may fail in either of two ways. We may fail because our knowledge is inadequate; and

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that this at times should be so is not surprising. We are not dealing with concrete articles of merchandise, the range of which is easily mastered. Our wares are the records of the accumulated experience of mankind and the wisest and most assiduous among us can have but a limited acquaintance with them and retain in his memory but a still more limited number. The best tools cannot furnish a perfect guide to their content. We can require of ourselves in this respect only that we use all the resources at our command, that we work unremittingly to increase those resources, and that when they fail we turn unashamed to other members of the staff.

But more serious than these failures through lack of knowledge—both because they are more frequently made and because they could be more easily avoided—are the failures that result from a lack of consideration and tact in our dealings with people.

Commercial houses are well aware of this fact and its implications. It is not as a matter of sentiment but of sound business policy that department stores devote so much time and effort to training their employes in details of appearance and conduct, or that the owners of service stations have developed in the men who work for them so high a standard of courtesy that Dr. Robert Millikan, a Nobel Prize winner and president of the California Institute of Technology, has said that “the gentlemen of the gas pump have done more to raise the national level of manners in our country than the colleges.”

A recent business book cites the instance of a furniture store which sent to customers who had withdrawn their trade questionnaires inquiring the reasons for their dissatisfaction. They found them to be as follows:

Indifference of salespeople	24.4%
Errors in service	9.3
Forcing of substitutes	9.3
Tricky methods	9.3
Delays in delivery	8.8



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Discourteous treatment	7.2
Delay in giving attention	6.7
Tactless handling of customers	5.7
Disorderly stock	4.6
Ignorance concerning goods	3.1
Unwillingness to exchange purchases	2.0
Dissatisfaction with quality	.5

It is rather surprising to note that the goods sold and the efficient administration of the store were negligible in importance compared with the manners and attitude of the employees. More than half the people who canceled their accounts did so because of indifference, errors, discourtesy, delay in giving attention, or tactlessness of salespeople. The quality of the article bought, which might seem to be the most vital point in any purchase, weighed less than one per cent in the reasons for dissatisfaction.

We like to think of ourselves—and rightly—as engaged in a profession, not a business. But however the end of one may differ from that of the other, in profession and business alike, results are what count. Our success or failure is as real as that of the merchant although, perhaps unfortunately, it cannot be measured by so definite a standard as his profit or loss. And in profession and business alike success is directly dependent upon the public good will.

The Code of Ethics accepted by the American Library Association in 1929 contained a paragraph on the relation of the library staff to the public which read as follows:

The members of the staff are the interpreters of the library to the public, and its service may be materially helped or harmed by their individual contacts. The staff owes impartial, courteous service to all persons using the library. Among the patrons entitled to use the library no distinction of race, color, creed or condition should influence the attitude of the staff and no favoritism should be tolerated. On the other hand a cold officialism is to be avoided and a cordial attitude which welcomes approach should be manifested by those in direct contact with the public.

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Would that the concentrated comments of this cogent summary might sink so deeply into our consciousness that it would control our every action! If each assistant could but realize how completely she *is* the library to the confused and uncertain reader who approaches one of our desks for the first time, we would overcome that insidious temptation to yield to whim, cordial at times, indifferent at others, bestowing or withholding our favors in accordance with our mood or our hastily formed judgment of the person with whom we have to deal. We would check the tendency to assume—because we are at home in our surroundings and have a certain authority there—a superior or patronizing attitude. Realizing that our adequacy, not that of our patrons, was to be tested we would ask of ourselves at each encounter, not “What is my opinion of this man?” but “What books or information does he wish? Can I see that he gets them?”

As public employes we have a special handicap to overcome. Whether with or without just cause there attaches to every public official a reputation for apathy if not malicious rudeness. This we have to live down. And because so many people believe that we have received our positions through political preferment it is particularly important that we make impartial, democratic, willing service invariable in the library.

So far we have been considering the necessity of good manners for the proper performance of our work. But that is only half the subject. Isn't it worth while consciously to cultivate good manners for our own sakes—because life will be the richer for them and our enjoyment of it deeper.

Since the war, especially, there has been a tendency to regard manners as trivial and superficial and their conscious cultivation as in some way incompatible with sincerity. But the manners of which this can be said are not really *good* manners. Really good manners are rooted in moral qualities—self-respect, serenity and consideration for others. They are the outward expression of an inner grace, and, paradoxically, their practice tends to develop

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this grace. Henry Dwight Sedgwick says in *In praise of gentlemen*:

Function shapes the organ, habitual behavior determines habitual thoughts, the outward shape begins to cast a beam on the essence within and fine manners, good manners, gracious manners, gradually construct royal roads for action running from the brain to the members, convert them into lines of least resistance, and gradually render the human spirit within fine and good and gracious.<sup>1</sup>

<sup>1</sup>Sedgwick, H. D. *In praise of gentlemen*. N.Y., Little, 1935, p.22.

## Promotions

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IN A career service it is evident that vacancies should be filled whenever possible by promotions from within the library, thus giving advancement to persons who have served the library well in the past and who have the necessary qualifications for more responsible positions. The advantages of this are set forth by Mosher and Kingsley in their *Public personnel administration* as follows:

Someone has well said that 'promotion from within is the golden rule of all personnel work.' On the whole, recruitment of the higher officers from outside the service should be a last resort, not alone because promotions are the chief rewards of good service, but also because those already in the employment of the organization have knowledge and information that enable them more readily to adjust themselves to the duties of the higher positions than could outsiders. Then too a single promotion on the upper level may bring in its train a number of promotions to lesser positions. This movement may result in a greater improvement in efficiency and morale from renewed hope and ambition throughout the working force, than from the sporadic injection of 'new blood' at the top.<sup>1</sup>

But even with the above principle in mind, what is at once perhaps the pleasantest task of the chief librarian, namely, the selection of staff members for promotion, is often also the most perplexing and difficult. The matter would be easy enough if there were many promotions but in most libraries they are few compared to the number of deserving candidates.

In a small group the problem is simplified by the opportunity

<sup>1</sup>Mosher, W. E., and Kingsley, J. D. *Public personnel administration*. N.Y., Harper, 1936, p.254.

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for close knowledge of the abilities of the various members but in a large group this intimacy is lacking. Moreover, many of the staff are located in separate buildings and supervised by different heads. A member may have made a lucky strike and thus have come to the attention of the administration but is that particular action more deserving of recognition than the day in and day out faithful work of a less spectacular assistant? The fact that members are directed by different supervisors means differences in training and possibly in opportunity and differences in the standards and reports of the supervisors.

In business, recognition may be based upon the actual monetary value of the employe to the business, the sales he has made or the cut in expense by his introduction of new methods or machinery. In a library no such test can be applied. Its reputation is made by the work of all, by the page whose good shelving makes the desired book available and by the desk assistant whose courteous treatment makes borrowers glad to use the library, quite as much as by the seen or unseen work of superior officers.

The library in its promotional policy has two objects; to be fair to all and to make the best use of abilities for the advancement of the service. But how be fair to all? Determination must be made either on personal judgment or on formal methods, such as examinations or theses or by a combination. If examinations are employed they are open to the well-known criticism that many superior workers do not pass good written examinations, while some less competent ones do, and that rating fairly is not always easy. The addition or substitution of an oral examination may or may not give a person a better chance to show what he really knows.

Miss Elizabeth M. Smith, librarian of the Albany Public Library, sums up what is probably the general feeling in regard to these formal methods, thus: "I should like to avoid promotion examinations or theses as long as possible. Until there are effective means of testing personality and the more subtle kinds of

## *Personnel Administration*

ability which particular positions often require, I feel that my own judgment or the judgment of any just executive would be fairer certainly to the library and probably to the individual."

Theses seem a more logical method since they require original study and thought and may be used as they have been in St. Louis to make real contributions to the administration, but strong opposition is voiced by Miss Quigley of Montclair: "Although I myself have profited greatly both financially and professionally under a promotion plan based on competitive theses, I feel that they are immensely wasteful of effort and *esprit de corps* and produce findings of trivial merit. I look on them as the most definitely outmoded technique a library can engage in."

If the library is not to rely upon some formal method of determining fitness for promotion it is thrown back upon the necessity of using personal judgment. Forced to do so it must make every effort to be as impartial as possible by training itself to apply definition and analysis which embody objectivity and the scientific spirit.<sup>2</sup>

The best method is probably to develop a careful follow-up system, superimposed on high standards of selection and on training and experience preparation. Mr. Strohm writes of the satisfactory results of their practice in Detroit:

We have a seniority principle which is quite sound if administrators know how to select, appoint and develop people in accordance with high standards. Examinations partake too much of the old pedagogical method. We will have none of it here. Develop good leaders, give them authority and freedom, trust their judgment and you will find that their recommendations to the Chief Executive will prove the best chart to go by and the most acceptable to the staff at large.

It will be noted that the seniority principle is based upon careful selection and training. Length of service in itself is only a final element when all others are equal. Mr. Henry sounds a

<sup>2</sup>See Urwick, Lyndall. *Management of tomorrow*. London, Nisbet, 1933, p.188-89.

## Promotions

warning as to its being a virtue in itself. "Experience," he says, "is almost worthless to one lacking the fundamentals that make experience intelligent and productive. No more useless expenditure of time can be indulged in than in getting more experience without classification and interpretation."<sup>3</sup>

There are two reasonably objective aids which the chief librarian or personnel officer may use to advantage, the rating sheet and the promotional chart.

It must be admitted that rating sheets are not entirely satisfactory but for educational purposes they prove useful. Their weakness lies in trying to give a numerical rating to subtle qualities and to the differences in the standards and interpretations of terms by the various raters. Some mark very strictly, some with leniency; to some, one quality is of outstanding importance while to others it is not of such value. Also it is easy to be prejudiced for or against an assistant on the basis of personal congeniality or on matters of minor importance. Even with all these weaknesses the rating sheet may be used to advantage if the questions are developed with care preferably by the raters in conference, if a common understanding of terms and marks is arrived at, if not all members of the same grade are compared but only those doing the same work, and if the ratings are used with due allowance for fallibility.

"Almost any rating system," states Mr. Griffenhagen, "that is based on intelligent analysis of the factors of efficiency involved and that is consistently and intelligently applied will give results of considerable value."<sup>4</sup>

The principles of constructing and using rating plans which apply to libraries, as summarized by Miss Buker in her admirable thesis, follow:

<sup>3</sup>Henry, W. E. "Equivalents." *Library Journal* 50:906-07, November 1, 1925.

<sup>4</sup>Griffenhagen, E. O. *Personnel in government*. Civil Service Assembly of the United States and Canada. Summary of Proceedings, Sixth Eastern States Regional Conference, 1935. Chicago, The Assembly, 1935, p.17.

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1. Ratings should be clear and simple, not too long and complicated.
2. Ratings should insure a fair appraisal of the qualifications and work of each person.
3. Ratings should be uniform for those doing similar work.
4. Ratings should be made at regular intervals, but not too frequently to allow for change.
5. Ratings should be made by three raters when possible, or passed upon by a reviewing board.
6. Ratings which provide for expression of the rater's opinion in his own words are of more value than those the rater checks or those in which standardized adjectives are called for.
7. Ratings should be confined to past or present accomplishment.
8. Each question should concern one quality only.
9. A general statement is often the most valuable part of a rating.
10. Unfavorable ratings should be followed up with definite suggestions for improvement, and a person whose ratings are consistently poor after trial in different positions should be dropped from the staff; conversely, marked improvement should bring monetary reward, as should favorable ratings whenever possible.
11. Each rating should bear the signatures of the rater and of the department head, the date, and the name of the institution.<sup>5</sup>

It is important that the end to be served should be constantly kept in mind and the ratings should not degenerate into something purely perfunctory as is likely to happen if the forms are developed from without the library rather than from within.

The questions they should seek to answer are what is the assistant's output—the quantity of work accomplished—what is his skill—the quality of his work and the personal qualities as related both to his present position and to the next above, to the service of the department or branch and to the service as a whole. Dr. Charles Mann, of the American Council on Education, who has had large experience in rating college students and also soldiers during the War, states that all personal qualities may be

<sup>5</sup>Buker, L. M. *Service rating plans in public libraries*. Submitted in partial fulfillment of the requirements for the degree of Master of Science in the Faculty of Library Service, Columbia University. June 1936, p.39.



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summed up in one, namely, "power of growth."<sup>6</sup> Certainly this is extremely significant but it may not be sufficient for library purposes where various personal qualities are essential.

In Appendix III will be found a sample form of an efficiency rating scale. One like the Probst, too elaborate to reproduce, may be helpful for preliminary conferences but for the actual record a simple one is desirable. Perhaps one that answers the following questions will serve all necessary purposes, provided that the raters are given instructions as to how to use it:

1. How good is he in his present work? If not satisfactory, indicate in what ways.
2. Are his personal qualities satisfactory? If not satisfactory, indicate in what ways.
3. Has he shown evidence of power of growth?
4. What training for advancement does he need?

One of the most important features of the rating sheet is its educational value; to the supervisor in showing where direction and experience are needed in rounding out the assistant's competency; to the personnel officer in indicating mistakes in judgment in original appointments and in suggesting desirable lines of follow-up work and training, either individual or group. To the assistant himself, the rating sheet indicates unrecognized weaknesses on the one hand and, on the other, assurance that his qualities are known to the administration. Says Dr. Walter Dill Scott:

The best incentive for good work is the certainty on the part of the worker that management knows his capacities (what they actually are rather than what they may seem to be) that management knows his interests, that management knows the quality and quantity of his individual performance and that better things await him strictly in accordance with that knowledge on management's part. Here is an absence of that fear that he may be overlooked, that he may be

<sup>6</sup>Mann, C. R., "Scientific personnel work." In H. C. Metcalf, ed. *Business Management as a Profession*. N.Y., McGraw-Hill, 1927, p.135.

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judged unfairly, that his career may be handicapped through the bias of his immediate superior or through his own inability to sell himself. Here is perfect confidence that he has his own future in his own hands, that it will be a thing of his own making and of that alone.<sup>7</sup>

It will be seen from the above that it is absolutely important that the rating sheet be discussed frankly with the assistant, but with the evident desire to use it as an instrument of advancement rather than of complaint or discipline.

One other aid is furnished by the promotion chart which indicates the duties of the various grades, qualifications and necessary preparation for them. This chart should be always available for study by members of the staff. By it they may see what openings lie ahead, the qualities they need to cultivate and the studies they need to pursue. They may also see for themselves why they are not selected for advancement if they are lacking in the necessary qualities or experience. On the other hand, it furnishes the personnel officer with direction for desirable training.

Until such time as there is some certain and automatic method of making promotions and as long as selection must be based upon judgment, the best assurance of justice lies in the follow-up and careful preparation of assistants; the follow-up which really makes known the accomplishments and true qualities of the assistant and the systematic preparation by which he or she is made ready for advancement when the opening arrives.

The policy of granting periodic increments on the basis of efficiency is a great help in that it rewards faithful and progressively good work without the necessity of jumping the assistant to another grade for which he may not yet be ready. These increments should not be automatic on the basis of length of service but granted on evidence of effective work. One chief librarian advocates granting increases to 20 per cent of the staff doing the best

<sup>7</sup>Scott, W. D., and Others. *Personnel management*. N.Y., McGraw-Hill, 1931, p.46.

## *Promotions*

work each year, based on efficiency rating and a written examination on book knowledge that is rated not more than 25 per cent.

While it is not ordinarily possible to promote as many as are entitled to advancement by the excellence of their work, it is often possible to give other rewards, such as a transfer to more interesting duties, arrangement for more independent action or opportunity for some creative activity. Naturally if these involve greater responsibility they carry an implication of future financial reward and this should be recognized in the arrangement though the administrative officer should make it clear that he is making no promises as to when and what.

In summing up, some cardinal principles seem apparent:

1. Have a promotional policy based on records of fitness and progress and on systematic formal or informal training.
2. Promote from within the organization if any member of the staff has the necessary equipment and qualifications for the position.
3. Never promote a square peg out of a round hole unless basic qualities are satisfactory. Obviously it is important to get people into the kind of work they can do best but they should make good at less important positions before passing on to more responsible ones. Transfer on the same salary if necessary and advance if and when the resultant work justifies it.
4. Be sure that length of service does not carry more weight than it should.
5. Be sure that spectacular work is not rewarded at expense of less conspicuous, faithful and conscientious work.
6. See as far as possible that creative and original workers have an opportunity for initiative.
7. Never penalize an assistant because it is temporarily inconvenient to transfer from work being exceptionally well done. If possible increase salary in present position. Mr. Munn writes that he "has sought to avoid prescribed lines of promotion, preferring to pay salaries adapted to keep assistants in the work for which they seem best fitted." This is obviously desirable but may not be feasible in a classified system in which grades for positions have been established by civil service or other outside authority.

## *Personnel Administration*

What about demotions? Few should be necessary if the follow-up procedure has been properly maintained. Ill health or advanced age may require temporary or permanent reduction in responsibility but it should not be regarded as a demotion. Where a pension system is in operation the employe is separated from the service automatically on the basis of total disability or on reaching a certain age. Where no such system is in force, recourse must be had to assigning easier duties to those no longer able to carry heavier ones. If reduction in pay follows, as unfortunately in most cases it must, the assistant must regard the change as a helpful and humane provision permitting retention of work rather than unfair and unkind treatment. Perhaps it will help if long before the time comes when such transfer will be necessary, older members of the staff face the possibility and gradually prepare themselves psychologically for the change. Sometimes with the growth of the library a new activity, physically easy but requiring good professional experience and excellent judgment, may be made available for the disabled or older worker. In the meantime the administration should exert every effort to acquire some provision for partial pension, at least, for the worker of many years' service who becomes incapacitated in health before the normal retirement age.

## Welfare Activities

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SINCE the members of the profession are ordinarily working up to the limit of their strength, often have heavy family obligations and are compensated with low or only reasonable salaries, it is important that provision should be made for emergencies, either physical or financial.

The hardworking A.L.A. committee which put through the retirement arrangements with the Metropolitan Life Insurance Company for the benefit of librarians has performed a great service in making it possible to allay a chief cause of anxiety for aging workers. Nearly 1,900 librarians are members of the plan.

Many cities, counties and states have developed various forms of benefits for their employes. It is interesting to note from data supplied A.L.A. headquarters how widespread such provisions are. Credit unions are pretty generally available for city employes, health and hospitalization plans are growing rapidly, and pensions are available to employes of the U. S. government and to a number of state and city employes.

The simplest plan for financial aid is a staff loan fund, raised by small contributions of its members, or gifts from within or without the library. Ordinarily small loans are made from the fund for educational or health purposes or for some unforeseen emergency, without collateral and without interest. Application is made to the officers of the fund but the transaction is otherwise confidential.

A more formal method is that of the credit union which provides both for loans and for savings with interest. It has the great advantage of encouraging savings as well as being a protection at times of emergency. Although it is possible for a group as small

## *Personnel Administration*

as 30 or 40 to operate a credit union it is usually found to involve more work than seems desirable. A library group therefore more often participates in a credit union covering all municipal or county employes than in one limited to library membership. The fundamental idea of a credit union is that it is restricted to homogeneous groups so that credit may be furnished upon the known character of the members. Shares are bought at \$5 each. Each member has one vote regardless of the number of shares he may own except in the election of directors where he has a vote for each share. Management is lodged in directors chosen from the membership. Dividends are paid upon net earnings after a certain amount has been set aside for reserves. The growth of credit unions in the United States has been phenomenal. The first one was organized in Massachusetts in 1909 and a federal law to establish a Federal Credit Union system was enacted in 1934. In 1936 as noted by Miss B. E. Hodges, including both Federal and non-Federal Credit Unions, there were over 4500 unions with a total membership of more than a million; savings credited to members are estimated at upward of \$50,000,000 with these funds being turned over twice yearly or an annual business of \$100,000,000.<sup>1</sup> In spite of the enormous volume of business, there have been no losses although some unions have been dissolved because of the closing down of the business of which the members were employes. If it is desired to form a credit union application should be made either to the Credit Union Section of the Farm Credit Administration at Washington or to the secretary of state or the state bank commissioner of one's own state.

Cooperative associations for medical service are becoming more and more frequent and will doubtless greatly expand within the next decade. Group hospitalization plans are already

<sup>1</sup>Hodges, B. E. Report on the Credit Union Movement, read at meeting of the A.L.A. Committee on Salaries, Employment and Schemes of Library Service. A.L.A. *Bulletin* 30:764-66, August 1936.

## *Welfare Activities*

pretty generally developed. Membership in such groups proves most beneficial not only in actual cases where medical care is needed but also for their psychologic effect in allaying apprehension. Membership dues are nominally from 50c to \$1 a month, and the service covers all ordinary care for 21 days in semiprivate rooms or the less expensive private ones. Generally for small additional amounts privileges are open to husband or wife and to dependent members of the family. In some cases persons taken ill when away from home have been given the same advantages in the local hospital as they would have had in the hospital to which they had paid their dues. Ordinarily membership fees do not cover charges for doctors or private nurses; the patient is therefore free to choose whom he will. As a fairly typical example of these provisions, the circular of information of the hospitalization group to which many members of the staff of the District of Columbia Public Library belong is given in Appendix V.

Since librarians are called upon for many small expenditures which mount up in the long run, some libraries collect a small fund by selling candy to members of the staff at a slight profit or by other activities. The proceeds are used for flowers for special occasions, teas for visiting library school classes or librarians or other officials, or semiofficial expense for which appropriated funds may not be used.

Perhaps the most complete welfare program in operation in a library is that of the Chicago Public Library which provides for pensions, life, disability, hospital-medical-surgical insurance, and a credit union, as described by Miss Greer.<sup>2</sup> An account of the three-year growth of the credit union is given by Mr. Levin in the *A.L.A. Bulletin*.<sup>3</sup>

An interesting plan to provide for the "holiday of life," as well

<sup>2</sup>Greer, A. F. P. "Chicago staff insurance." *Library Journal* 62:428-29, May 15, 1937.

<sup>3</sup>Levin, N. R. "Library employees credit union." *A.L.A. Bulletin* 30:110, February 1936.

## *Personnel Administration*

as for the rainy day, has been developed in the Detroit Public Library. The members had a bequest from a former chief cataloger of \$150. It has since under the leadership of Mr. Strohm and the direction of the staff association been turned into a fund increased by voluntary gifts or yearly assessments, the interest of which is to provide an award for "traveling, for informal education, for relaxation and the open trail—a real gift, an opportunity for the person so honored to spend a few months in doing the thing most longed for."<sup>4</sup> Only staff members who have given 10 or more years of faithful service are eligible.

Such funds are in line with the greatest need of library staffs, after loan funds, pensions, and health and hospitalization plans are reasonably well provided. Librarians need a fuller life, one that is not limited to work and rest. If librarians are to be truly cultivated there should be opportunities for recreation, social life, cultural pursuits and travel. These are too often squeezed out either by the nervous tension resulting from the day's duties or by the lack of any money over and above that required for the necessities of physical living. The movement for the reduction of hours, the five-day week, better salaries and special leaves for travel and study are all efforts in the right direction and will bring as rich results to the library as to the individual.

No detailed comment on hours of service and sick and annual leaves of absence is made here since the A.L.A. statistical tables give these data in full for the libraries of communities of varying populations. Further information may be secured from A.L.A. headquarters. In the A.L.A. plans for a graded system, standards of appropriate salaries have been set up. The Council of the Association has gone on record as advocating \$1,500 as the lowest salary to be paid a professional worker. The recommended scale is given in the chapter on graded systems, p.43. Obviously the part of wisdom is to pay as high salaries as appropriated funds

<sup>4</sup>Curtiss, H. N. "Memorial and fellowship fund." *Library Journal* 61:546, July 1936.



## *Welfare Activities*

will permit and as are necessary to command the services of thoroughly trained and competent assistants.

In 1937 the A.L.A. Committee on Salaries, Staff and Service passed two resolutions, one advocating staff associations in libraries and the other personnel committees in state library associations. The resolution on staff associations is quoted here:

*Resolved*, That the A.L.A. Committee on Salaries, Staff and Service believes that staff associations, devoted to professional, social and economic welfare, can play an important role in furthering of librarianship, and therefore recommends that staff associations be sponsored in libraries, both municipal and college, where the size of the staff warrants, and be it further

*Resolved*, That this committee appoint a subcommittee on staff associations to promote the organization of new staff associations and to encourage and cooperate with those already established.

Miss Ziegler and Miss Maloy have described in the *Library Journal* the purposes and activities of staff associations as reported by various libraries. Miss Maloy lists the following as general purposes, "educational, social, charity, publishing, staff welfare and professional."<sup>5</sup> In large cities, where many staff members have little opportunity for social life, the pleasant gatherings meet a real need. Benevolent activities are extremely useful, too. Proceeds from membership fees have enabled some associations to provide stimulating lectures, to send delegates to state or A.L.A. conferences, to subscribe for professional periodicals for staff use, to pay for contributing memberships in the A.L.A.; to engage legal advice, to make staff rooms more attractive, to maintain staff libraries.

Such activities are all to the good but the staff association should not relieve the administration and trustees of their responsibility to provide proper salaries, good working conditions and professional opportunities.

<sup>5</sup>Maloy, M. C. "The staff association—its possibilities." *Library Journal* 61:944-46, December 15, 1936.

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It seems probable that the impetus back of staff associations is unrest on the part of their members, a certain discontent with the wide margin existing between the theories and ideals of young workers and the day by day conditions under which they work. Miss Maloy states, "I think the growth in both types of activity (i.e., junior movement and staff associations) is traceable to the fact that rank and file workers in our profession have seen less chance of promotion, less material reward and particularly less opportunity to share in discussion and formulation of library policies both in professional associations and in their own libraries."<sup>6</sup> The Seattle Public Library group reported:<sup>7</sup>

The general purpose was felt to imply that the staff association should be a democratic organization through which the workers as a whole could have something to say about the policies of the library, both internal and external, and also one through which they could contact the community which they serve, interpret their work to it and make a concerted effort to secure its wholehearted support, especially its financial support, that being the bread-and-butter foundation on which all rests. In addition the general purpose was held to necessarily imply that a staff association should be organized so as to give the individual member opportunities for inspiration, personal development and knowledge of significant trends in his community.

These statements raise the question of the responsibilities of administrative officers and trustees.<sup>8</sup> Have they been so negligent that the staff must take the matter of their salaries and prestige into their own hands? Must they go directly to the community to better their conditions? If this is the case, certainly trustees and chief librarians must mend their ways, for they are charged with the responsibility of giving good service, and there can be no good service with a neglected and discontented staff.

<sup>6</sup>*Ibid.*

<sup>7</sup>*Library Journal* 60:704, September 15, 1935.

<sup>8</sup>See Mosher, W. E.: "Implications of an enlightened personnel policy." *Library Journal* 62:849-52, November 15, 1937.

## *Welfare Activities*

In "An aim" of staff associations as distributed at the A.L.A. Conference in New York, there is the following statement: "Organization is the new technique with which to effect the ideals and purposes already promulgated by the American Library Association."<sup>9</sup> Unfortunately, these ends are not so easily attained as the words would indicate. Proper civic recognition comes slowly and is based on the good service individual citizens have received from individual members of the staff. It is helped on by the enthusiastic support of the trustees who, appointed to represent the community, carry weight and influence in it. Organization may indeed be needed but it should be the fundamental organization of the whole library and not an organization within an organization. Just as the psychologists tell us, a disintegrated person is a sick person, so a disintegrated institution is an ailing one.

Especially disturbing is the idea that members of the staff have to organize an association to secure an outlet for individual professional activity. Again, that this should be so seems a serious reflection upon administrative officers and supervisors. Is there no vision that seizes upon every bit of enthusiasm and capacity and gives it scope in the development of the whole service?

If there is a fundamental recognition of the need of democracy in the library, as advocated in a previous chapter, if there is a good personnel division, there should be opportunity for each worker to participate happily and effectively in an integrated and unified service. These things must be of the very substance of the library. The staff association may then perform an important and valuable function in aiding the administration by carrying on studies and in providing extra-library activities, helpful in promoting good comradeship and in stimulating intellectual interests.

<sup>9</sup>Committee on Staff Organizations. "An aim for staff associations." *Wilson Bulletin* 12:201. November 1937.



### III

## Personnel Administration

### *Outside Participation*



## Libraries and Civil Service

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THERE is a growing movement throughout the country for the extension of civil service in the administration of governmental agencies. This increased interest is a matter of major importance to libraries as it seems probable that positions in libraries supported by taxation will ultimately come under civil service jurisdiction, either that of state, county or municipality.

The objections to civil service which are ordinarily raised are: the lack of knowledge of library requirements on the part of the civil service administrators; the maintenance of less high standards than the library itself would demand; insufficient recognition of the importance of personal qualifications; difficulty in dropping unfitted or mediocre persons from the staff; difficulty in attracting outstanding candidates who are reluctant to submit to examination; slowness of action in certifying candidates, especially unfortunate in filling temporary positions; limitation of candidates by reason of residence requirements; and, more fundamental than any of the above, the removal from the librarian of a most important part of administration and its placement in the hands of an agency without the library walls.

Fortunately, at the same time that the interest in the extension of the civil service has been growing, a new and more scientific type is being developed by civil service officers and authorities in the field of public administration. It is important for librarians to get behind this movement and help to improve and perfect civil service procedures, not only in their own interest but as good citizens interested in everything that will promote better government.

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Mr. Lewis J. Kroeger, principal personnel technician, State Personnel Board of California, considers that all the disadvantages that may be charged against the operation of libraries under civil service boards are matters of poor law and inadequate administration, susceptible to avoidance by proper laws and management. He not only shows the lack of validity to the objections raised, but paints a glowing picture of what the ideal civil service situation would accomplish for libraries, noting the following advantages:<sup>1</sup>

A proper merit system should make the public service so attractive that large numbers of qualified applicants will be induced to seek appointment to every vacancy.

It should utilize all available scientific testing devices in selecting the very best from among those qualified applicants who seek appointment.

It should select from among those who by the tests are found to be best fitted, the one individual who from every standpoint of background, personality and aptitude is most competent for a particular vacancy, and will then through a vigorous and continuing analysis of that employee's work during a reasonable probationary period do all things necessary to fit him to his job, to eliminate him if found totally unfit, or transfer him into some other position in which his qualifications can be used to greater advantage.

It will so classify all jobs in the service on the basis of their duties and responsibilities that those doing the same job will receive similar treatment.

It will include a compensation plan which provides for equitable pay and provides a proper distribution as between the various levels based on differences in responsibility.

It will include a program of activities relating to the welfare and morale of the employee.

It will provide for the training of employees both to perfect them in present work and also to prepare them with vision, leadership and background, to assume the greater responsibilities of the future.<sup>2</sup>

<sup>1</sup>The above is paraphrased; not an exact quotation.

<sup>2</sup>Kroeger, L. J. "Civil service in the library." *Library Journal* 62:595, August 1937.



## *Libraries and Civil Service*

Surely every librarian would welcome coming under the beneficent provisions of such an agency. If few librarians whose systems are now under civil service would at this time grant that their particular agency operates completely in advantageous ways, yet all would doubtless agree with Mr. Kroeger that the way to secure a highly qualified and broadminded civil service agency is "to rally in behalf of the advancement of the merit principle in government."<sup>3</sup> and join in a concerted effort to correct the abuses and evils which they find to exist.

Obviously, the library is stronger because of the better compensation plans, tenure regulations, scientific testing and grading and, often, the pension provisions which result from becoming a part of the general public administration agency than it is when it plays a lone hand.

In regard to the objection raised as to the fallibility of examinations as evidences of fitness, the Commission of Inquiry on Public Service Personnel says:

It has been one of the blunders of civil service administration in the past to attempt to operate only through written academic examinations. In some cases only an interview and an investigation of a man's past career and connections are necessary to meet all the requirements of the modern type of examination.<sup>4</sup>

Parenthetically it may be suggested that the evils which result from making appointment on basis of written examinations only could be avoided by having oral examinations for the determination of personal fitness before a group of librarians and civil service officers as is done for some services in departments of the U.S. government.

The Commission of Inquiry indicates the changes that will be required of civil service agencies under the new program of a public career system:

<sup>3</sup>*Ibid.*, p.597.

<sup>4</sup>Commission of Inquiry on Public Service Personnel. *Better government personnel*. N.Y., McGraw-Hill, 1935, p.65.

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. . . the new program will require a revolution in thinking, in staffs, and in procedures. The commissions will have to give up the idea of policing appointments and begin to furnish personnel service. They will have to establish themselves as part of administration, not as an outside interference. They will have to treat public service as a career ladder, not as a fixed system of pigeonholes into which men are fitted. Their examinations must thus be geared to the career program. They must not wait for applicants, but seek them out, and test them more for their brains and promise than for a special minor skill that fits them for a special niche, where they may be placed and forgotten. All this can be accomplished on the foundations of existing civil service law by civil service commissions provided they go forward, and are not content to remain on the old basis which has come to be known as the "civil service system" in this country. What is required now is not a negative civil service system, but a positive career service system under modern personnel administration.<sup>5</sup>

The Commission of Inquiry draws the conclusion, "Therefore, there is no valid reason for the exclusion of these posts [i.e., technical and professional] from the classified service."<sup>6</sup>

Mr. G. Lyle Belsley, director, Civil Service Assembly, in an address delivered at the Institute of the Graduate Library School at the University of Chicago, August 1938, also stresses the fact that civil service is being applied to many professional groups so that librarians need not fear inclusion. He considers the attitude of segregation on the part of librarians as "of doubtful desirability." "The great majority of teachers and librarians are public employees. As such they need not relinquish any of their professional loyalty (indeed, that probably will always be paramount) but they can recognize that their status as public workers produces certain relationships with, and imposes on them certain obligations to their fellow employees." And at a later point he says, "The librarians might well join with other professional

<sup>5</sup>*Ibid.*, p.78-79.

<sup>6</sup>*Ibid.*, p.65.

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groups in a united effort to improve public personnel practices in government."<sup>7</sup>

A further discussion with arguments as to the advantages and disadvantages of civil service operation as it affects librarians will be found in the memorandum of Mr. Kaiser, librarian of the Oakland, California, Public Library, for the Commission of Inquiry.<sup>8</sup> Mr. Kaiser's own experience in administering a library advantageously under civil service is described in the *A.L.A. Bulletin* for June 1938.

Although it may be too much to expect that librarians will welcome civil service regulation, it is important that they be prepared to meet it, when imposed, with carefully worked out plans so that the library's point of view may receive the utmost consideration and the situation be avoided which Miss Falkoff describes in her article on "Civil service in libraries." She writes:

Many groups whose personnel renders them totally unsuited to a system of bureaucratic red tape, have of late years found themselves governed by regulations, in the framing of which their particular duties and functions have been completely ignored.

A survey of the field by qualified workers would quite likely have indicated the inadvisability of their inclusion among those to be placed under civil service or, at least, pointed out necessary modifications of the rules to meet the particular requirements of the group. If such findings had been properly presented to those responsible for framing the enabling legislation, they would, we think, have been given consideration.<sup>9</sup>

When faced with civil service control, librarians may wisely do the following: work for the establishment of a progressive agency of the newer type, and set up an internal procedure which

<sup>7</sup>Belsley, G. L. "The librarian as a public servant." In Joeckel, C. B., ed. *Current issues in library administration*. Chicago, Univ. of Chicago Pr., 1939, p.264-78.

<sup>8</sup>Kaiser, J. B. "Government service—library personnel problems." *Library Journal* 60:13-17, January 1, 1935.

<sup>9</sup>Falkoff, Barbara. "Civil Service in Libraries." *Library Journal* 62:103, February 1937.

## *Personnel Administration*

will be acceptable to the agency and which the agency may incorporate in its own regulations or which it will be satisfied to leave to library handling. Librarians should fight the restricting of appointments to local residents and the preference given to veterans or their widows. In the former case, it narrows the field too greatly and in the latter, candidates are often not the best qualified or are over the age of ready adjustment to a new profession. They should try to secure oral examinations or formal interviews participated in by the librarian or the library's personnel officer and thus exclude candidates whose personality is unsuitable. They should not only work with a cooperative spirit for good relations in the interest of the library but they should also recognize what civil service may do for the improvement of the public service as a whole and give it intelligent support.

## Certification

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THE purpose of certification is "to improve library service by raising the standard of library personnel and preventing the appointment of unqualified persons."<sup>1</sup>

Certification has many advantages: for the city or town it enforces suitable standards of personnel; it aids trustees, since the candidates for appointment have credentials of recognized value, and it is helpful to librarians in establishing status, prestige and more permanent tenure. It is in line with the requirements of teaching, law, medicine, and other professions; in fact, one of the criteria of a profession "is a public and frequently legal recognition of professional status by examination, registration, ordination and the like."<sup>2</sup> Authorities on public administration are emphasizing the desirability of certification for the professional and technical groups in the public service. The report, *Better government personnel*, of the Commission of Inquiry on Public Service Personnel states, "Certification by accredited professional associations and by legally established professional bodies should be made a prerequisite for all professional and technical positions to which this procedure is applicable."<sup>3</sup>

Dr. Joeckel in a letter to Mr. Kaiser in 1935 in regard to civil service in libraries writes:

I am quite thoroughly convinced in my own mind that certification of librarians on a state-wide basis is the ultimate and final hope of

<sup>1</sup>A.L.A. Board of Education for Librarianship. "Factors to be considered in drafting a library certification law." *A.L.A. Bulletin* 29:101, February 1935.

<sup>2</sup>Adams, E. K. *Women professional workers*. N.Y., Macmillan, 1921, p.2.

<sup>3</sup>Commission of Inquiry on Public Service Personnel. *Better government personnel*. N.Y., McGraw-Hill, 1935, p.5.

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the public library in this respect. You understand, of course, that certification of this sort raises the whole question of the legal position of the public library as a state or a local function. The sooner the library can approach the present system of certification for teachers, the better off we shall be. I certainly believe that every state should work for the passage of an adequate certification law for librarians which will be effective in all kinds of public libraries throughout the state.<sup>4</sup>

It is, therefore, encouraging that certification of librarians has grown from its first small beginning in 1908, when Ohio introduced a bill before the legislature and California set up certification for county librarians, until today when only 13 states are without any certification.

According to the summary of the Board of Education for Librarianship, certification of public librarians is required in 11 states, in 5 of which the law covers also librarians in institutions of higher learning operated by or under the authority of the State. Twenty-six states and the District of Columbia issue certificates for school librarians through the state department of education. Eleven states have systems of voluntary certification.

When the subject first absorbed the interest of A.L.A. members, an interest greatly stimulated by the report of Dr. Williamson on training for library service,<sup>5</sup> it was advocated that a voluntary system be established by the Association itself. Committees of the A.L.A. under the chairmanship of Mr. Frank K. Walter gave careful study over a period of years to the subject, turning the matter over to the Board of Education for Librarianship, upon its establishment in 1924. The interest of the Association became active again in connection with library planning in 1931, when possibilities of state and federal aid were under discussion.

<sup>4</sup>Kaiser, J. B. "Government service—library personnel problems." *Library Journal* 60:16, January 1, 1935.

<sup>5</sup>Williamson, C. C. "Training for library service." Boston, Merrymount Pr., 1923, p.120-29.

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At the conference held in Montreal in 1934 the Association endorsed "the enactment of a law in every state providing for the certification of librarians" and it was incorporated in the program of national planning.

The Board of Education for Librarianship realized that certification by the Association would be impracticable owing to the variations in the professional preparation of its membership. The Board is active in stimulating state certification, preferably by law, since voluntary certification lacks methods of enforcement to make it effective. When legal certification seems impossible, a voluntary system may be a first step.

Certification requirements established by law may have a tendency to become rigid, so it is better practice for the state to set up a reliable body with latitude to develop the procedure in accordance with the best interests of the state and responsive to changing conditions. For this reason, requirements in the various states are found to differ widely. Some are extremely simple; others comprehensive, providing for several grades issued for varying lengths of time. Some are administered as a part of the whole state service, some by separate boards set up in the creative law. In the case of school librarians or teacher-librarians, certification is handled by the state departments of education.

The fears entertained in regard to certification are ordinarily two. First, that it may work a hardship upon librarians now performing effective service, but who do not meet the required standards of education and professional training. This fear is groundless since "a basic principle of certification is the protection of librarians in service from loss of position or of status."<sup>6</sup> Librarians, in these cases, are granted regular or special certificates covering service in their present positions or in ones of similar grades. The other fear is that the community may lose

<sup>6</sup>A.L.A. Board of Education for Librarianship. "Why certification." A.L.A. *Bulletin* 30:183-85, March 1936.

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local control over appointments. Here, again, there is no need of apprehension. The appointment of personnel remains in the hands of local boards of trustees just as the selection of teachers certificated by state boards of education is maintained by local boards of education.

Mr. G. Lyle Belsley points out another danger. He fears that "if librarians once achieve certification in all states they will cease to be interested in general public personnel problems and will be smugly satisfied with accomplishments in their own field and on their own behalf. They will cease to work for the improvement of general public personnel practices and formal merit systems." He calls attention also to the fact that "the possession of a certificate indicates that an individual has met certain minimum qualifications, but it does not tell whether or not the person is superior to or inferior to, or at about the same level as the average of the group."<sup>7</sup>

Details of certification as now practiced by the various states with other information may be secured from the A.L.A. Board of Education for Librarianship. The important thing is to recognize that legal certification is sooner or later inevitable unless libraries generally come under civil service jurisdictions; that it is in line with good public administration; that state aid is dependent upon it; that it is advantageous to the librarian personally and that it adds to the prestige of the profession and its workers by legal standards such as are customary with the other major professions.

<sup>7</sup>Belsley, G. L. "The librarian as a public servant." In Joeckel, C. B., ed. *Current issues in library administration*. Chicago, Univ. of Chicago Pr., 1939, p.264-78.



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# Appendixes





## APPENDIX I

### Summary of Personnel Practice in 20 Public Libraries

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A QUESTIONNAIRE was sent to twenty-nine public libraries and information returned from the following twenty:

Albany	Detroit	Pittsburgh
Baltimore	Indianapolis	Portland
Brooklyn	Los Angeles	Rochester
Cincinnati	Minneapolis	St. Louis
Cleveland	Montclair	Seattle
Denver	New York	Toronto
Des Moines	Oakland	

All libraries did not report on all questions. The questions covered health examinations, tests for appointment, follow-up procedure, in-service training and methods of promotion. A summary of the reports follows:

#### HEALTH EXAMINATIONS

Health examinations were not required by 13 of the 20 libraries; although two of that number reserve the right to require them if considered necessary. Of the other seven libraries, five accept the medical certificate of a private physician. In one library operating under civil service, examination was given by the physician of that agency. One library has employed since 1918 a medical officer who examines members of the staff soon after their appointment. One library requires a certificate of ability to return to work after an illness.

Four librarians report that in their judgment a health examination is a reasonable requirement; exceedingly worth while; or that it is essential.

#### TESTS

Twelve libraries do not conduct tests as a partial basis for appointment. Three of these appoint only college and library school

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graduates. Three libraries draw on training class graduates where tests have been used. In other cases judgment is made on careful checking of the applicant's record and a personal interview. Two libraries consider tests expensive and time-consuming and reports not sufficiently encouraging to warrant.

Examinations in two cases are required and conducted by civil service commissions. Three libraries use tests. One librarian considers them valuable and another very important, especially the reading comprehension tests.

### FOLLOW-UP PROCEDURE

In 5 libraries checking of employe is made during the probationary period. Annual efficiency ratings of staff members are used in 8 libraries; 1 library reports using only in case of doubt.

### IN-SERVICE TRAINING

Eleven libraries report no special in-service training. Training in other libraries is carried on by instruction in special work to be performed; through departmental and branch meetings; through apprentice class for selected new members of staff who have been in library two months. Course lasts part time for 10 weeks and members are paid. In one case staff members are eligible to library school or night courses at college.

Four librarians report that such training is "highly desirable and a field for special development" or that it is "essential." One reports that he is not prepared to met the cost of real, liberal training which would meet his standards.

### PROMOTIONS

Promotions are made on judgment of librarians based on efficiency and fitness for the position available and on the reports of department heads in eleven libraries. Examinations are held in 7 libraries, including two that are under civil service. Theses on administrative library problems are required in two libraries. One librarian reports that he "has sought to avoid prescribed lines of promotion, preferring to pay salaries adapted to keep individual in work for which best fitted."

## APPENDIX II

### Schemes of Service and Circulars of Information

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#### HANDBOOK FOR PAGES

*A Code of Business Ethics and General Information for Pages in the  
Cleveland Public Library System*

IN ACCEPTING a page position in the Library, there are many things to be learned in a short time. The following are general directions and suggestions to help you to know what is expected of you. Specific instructions about your own work will be given you by your immediate superior. When you do not know—ask.

The Public Library is for the free use of everyone. Each one of us on the staff is responsible for our share in keeping up a high standard of library service to the people of our city.

#### GENERAL APPEARANCE AND BEHAVIOR

Courtesy to all those who use the Library, and to all fellow workers is expected. Train yourself to move, speak and work quietly, for much of your work will be done in rooms where people are reading and studying. A low voice is desirable. A pleasant manner usually wins pleasantness in return. "Will you please" is better than "You will have to." Refer all questions asked by users of the Library to the person in charge, or to an assistant. Telephone questions or messages, except book renewals, should be referred in the same way. Avoid unnecessary conversations with other members of the staff in library hours, and visits or telephone calls from personal friends.

Neatness in personal appearance is necessary. You may work without a coat, and with your shirt sleeves rolled, but you are expected to wear a tie. Suspenders should not be in evidence when you are in contact with the public. Chewing gum or eating while on duty is not

## *Personnel Administration*

allowed. Smoking is permitted only in Lunch Rooms, and the Men's Lounge of the Main Library building.

Take pride in your work, for it reflects you. Help to keep the general appearance of your division or branch up to a high standard. Cooperate in keeping lavatories, Rest Rooms and Lunch Rooms clean and in order. When many use the same staff room and lavatories, greater not less care, on the part of each individual, is absolutely necessary.

### SCHEDULE

Service to readers is of course always the first consideration. Personal preferences as to hours and assignments give way to the requirements of the service as a whole.

Part time schedules at Main and the Branches are arranged according to library needs. Library schedules have been found, however, to work out well in relation to school and college schedules. Those pages in the Main Library building who are on a full time schedule work a forty-four hour week. Sunday work is extra time and paid for at a higher rate.

Your hours of work will be assigned, and you should arrange any change with the person in charge.

If you are unable to report for work, telephone, giving as much notice in advance as possible. A time card is provided for registering at the end of each day the hours you work in that day. The actual time of beginning and stopping work is to be registered, not the time you enter or leave the building. Pages take their supper hour on their own time.

Time spent in the Rest Rooms or the Staff Rooms when on duty, should not exceed a few minutes. If a longer absence due to illness is necessary, this fact should be reported, and should be entered on the time card.

Pages working full time during the entire preceding year are allowed a week's vacation (44 hours).

Pages working part time are not allowed vacation.

Pages may be granted leave of absence without pay for the summer if schedules can be arranged.

## *Schemes of Service*

It is expected that a page leaving the library service will give at least a week's notice and as much longer as possible.

### GENERAL

Hospitalization on the basis of a group plan at a very low rate is available to all staff members. If you are interested, inquire about this plan.

### CAFETERIA

On the fifth floor of the Main Library building there is a staff cafeteria where luncheon is served for the staff. The Cafeteria is only for the use of the staff at Main and those from Branches who may find it convenient at times, but members of the staff may bring guests at any time.

### VOCATIONAL

Page work offers an unusual opportunity to high school and college students to aid them in financing their education. Pages have a chance to learn the resources of the Library and to increase their knowledge of a great variety of subjects through their contacts with books. Page work can also give good training in business-like habits. All of these things may prove useful later in any career.

Page work differs, however, from other employment in the Library, in that it is not a "career" position. Unless a young man is planning to take professional library training, he should look for other employment before he is beyond the age of college graduation, as page work should not be thought of as a permanent type of work, but rather as a good stepping-stone to something offering better remuneration than page service can give.

A written report on the work of each page is kept on file in the Office and a general report of his work is filed there when he leaves the service. Inquiries are constantly made about former pages by business firms. You should know that the record of work you leave behind at the Library may influence your future prospects. The Library is always glad to give a recommendation in answer to such inquiries, whenever the record justifies it, and it has always been a source of pride to know of the many fine careers of men who began their work as pages in the Library.

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### GRADED SCHEDULE OF SERVICE

#### *Cleveland Public Library*

The following schedule is a revision of the classified service and salary schedule.

This schedule of salaries has been adopted by the Board of Trustees to be operative subject to such variations as may be necessitated by deficits in tax receipts or other limitation of income which the Board has no power to control. Since 1932 the tax situation has to a great extent prevented its operation. The entire staff should be informed, however, of these standards which the Trustees are making every effort to maintain.

Promotion from any grade on the schedule to the next higher grade, as indicated in the schedule, requires the meeting of all requirements for that grade (such as examination, length of service, satisfactory work, etc.). The naming of the grade to which advancement is possible is not to be interpreted as meaning that promotion can be automatic.

All advances in salaries, whether by promotion from grade to grade or from year to year within grades, depend upon individual growth and increased efficiency. Seniority, the mere addition of another year to the term of service, does not in itself justify an advance in salary; this must depend upon an increase in the value of service rendered, as compared with previous service. Length of service, unaccompanied by increased efficiency is a reason against rather than in favor of an advance in salary; on the other hand, exceptional efficiency and rapid growth may be recognized by more rapid promotion.

#### CLASSIFIED SERVICE AND SALARY SCHEDULE

<i>Grade</i>	<i>Minimum requirements in education and experience</i>	<i>Salary range</i>	<i>Entrance by</i>	<i>Future ad- vancement</i>
Student Clerk Full time	Full high school course or its equivalent. For those who become apprentices the aca-	\$ 70-\$ 75 840- 900	Appoint- ment	Apprentice or Junior Clerk.

## *Schemes of Service*

<i>Grade</i>	<i>Minimum requirements in education and experience</i>	<i>Salary range</i>	<i>Entrance by</i>	<i>Future ad- vancement</i>
	demc or college pre- paratory course is desirable.			
Student Clerk Part time	Three years of high school is the mini- mum, but such appli- cants must be still attending school. This grade may also include high school graduates and college students or college graduates.	30c-40c	Appoint- ment	Temporary position. May or may not lead to permanent appoint- ment.
Student Aide	Library School stu- dents.	45c-60c	Rec. of Li- b r a r y School & appoint- ment.	Temporary position
Junior Clerk	a. Student Clerks whose qualifications fit them for clerical work and whose work as student clerks has been satis- factory.	\$ 75-\$ 85 900- 1020	Promotion	Clerk
	b. Full high school course or its equivalent, plus special qualifications, e. g., stenography, book- keeping, operating switchboard.	\$ 75-\$ 85 900- 1020	Appoint- ment	Clerk
Clerk	Junior Clerks whose work is satisfactory and who pass a technical examination.	\$ 90-\$ 100 1080- 1200	Promotion	Senior Clerk
Senior Clerk	Clerks who carry greater responsibility or have the required qualifica- tions for special work.	\$ 105-\$ 130 1260- 1560	Promotion	A few very advanced positions

## *Personnel Administration*

<i>Grade</i>	<i>Minimum requirements in education and experience</i>	<i>Salary range</i>	<i>Entrance by</i>	<i>Future ad- vancement</i>
Special Clerk	Experience and qualifications for the particular work.	Depends on position.		
Apprentice	a. Degree from an approved college.	\$ 85-\$ 95 1020- 1140	Appoint- ment	Clerk or Li- brary Aide
	b. Full high school course and at least two years of additional schooling of college grade.	\$ 80-\$ 95 960- 1140	Appoint- ment	Clerk or Li- brary Aide
	c. Full high school course, satisfactory work for two or more years, and appointment to Apprentice Class.	\$ 80-\$ 95 960- 1140	Promotion	Clerk or Li- brary Aide
	b. & c. Also passing general examinations.			
Library Aide	Apprentices who are college graduates and have completed the Apprentice Course and finished a year at least of satisfactory apprentice work. High School graduates will remain in the Apprentice grade for at least another year before promotion to Library Aide, and those who have not completed their college course may do so.	\$ 90-\$ 100 1080- 1200	Promotion	Junior As- sistant or Senior Clerk
Junior As- sistant	a. Full high school course or its equivalent, successful completion of Apprentice Course, one year's apprentice service, two or more years as Library Aide.	\$ 105-\$ 130 1260- 1560	Promotion	Assistant or Special Clerk Special Jr. Assistant



## Schemes of Service

Grade	Minimum requirements in education and experience	Salary range	Entrance by	Future ad- vancement
	b. College degree, successful completion of Apprenticeship Course, one year's apprentice service, two or more years as Library Aide.		Promotion	Assistant or Special Clerk Special Jr. Assistant
Junior Assistant, advanced standing	c. <i>Advanced standing</i> : college degree, plus successful completion of a one-year course in an accredited library school (as the equivalent of two years' experience in this grade).	\$ 115-\$ 130 1380- 1560	Promotion or appointment	Assistant
Assistant	a. College degree plus one year in an accredited library school and sufficient and satisfactory professional experience.	\$135-166.67 1620- 2000	Promotion or appointment	Senior Assistant
	b. College degree for a combination course including one year of library science in an accredited school, and a proportionately longer satisfactory experience.		Promotion or appointment	Senior Assistant
	c. Those of Junior Assistant grade who, through quality of service, continued progress, and indications of further development, warrant consideration for promotion, may qualify through the passing of technical examinations or/and the satisfactory completion of a library project.		Promotion or appointment	Senior Assistant

## *Personnel Administration*

<i>Grade</i>	<i>Minimum requirements in education and experience</i>	<i>Salary range</i>	<i>Entrance by</i>	<i>Future ad- vancement</i>
Assistant, advanced standing	d. <i>Advanced standing.</i> The second year of Li- brary School may count as the equivalent of two years' library expe- rience, if applicant has already had satisfactory library experience.		Promotion or appoint- ment	Senior Assist- ant
Senior Assist- ant	Qualifications for Assistant grade, four years or more successful expe- rience in that grade, and ability to do neces- sary special work, or to carry required responsi- bilities.	\$2100-\$2500		Special Sen- ior Asst. Division Head Branch Li- brarian
Special Sen- ior Assistant	Qualifications for Senior Assistant grade, and ability to carry addi- tional responsibility.	\$2600-		Division Head Branch Li- brarian
Branch Li- brarian of large Branch	Minimum requirements of lower grades, and ex- perience and ability for position.	\$2100-\$3600		
Division Head		\$2100-\$3600		
Supervisors and Depart- ment Heads		\$2400-\$4100		

The three latter groups should have all the minimum requirements of the lower grades. Individual branch librarians, division heads, supervisors or department heads are placed within the limits of the salary ranges according to the following factors: quality of service, relative importance of the position occupied and length of service.

Catalogers, children's librarians, first assistants, reference librarians, librarians of smaller branches and school librarians are placed

## *Schemes of Service*

in the above schedule in relation to their preparation, experience and the responsibilities of their respective assignments.

For a few positions requiring special qualifications or experience, equivalents may be recognized for admission to appropriate grade. Example—a knowledge of Oriental languages for special cataloging in John G. White Collection.

During the first year of regular service in any type of position, regardless of salary, the one so serving shall be considered to be *strictly on probation*.

The Apprentice Course, in which a short course of training is given, is open only to those who are already on the Library staff. Appointment to the class, within limits of the number that can be taken care of, is on the basis of recommendations resulting from a record of satisfactory work and promise of further development. The minimum educational requirement is a full high school course, preferably an academic course or its equivalent, and for those who do not offer a college degree, the passing of general examinations in literature, history and general information. The course is designed to prepare students for service as clerical workers and Library Aides in the Cleveland Public Library. It is taken as part of the apprentice's regular work with no tuition charge or other expense. An examination is given on the various subjects in the Apprentice Course as they are completed, the student's standing being determined equally by the mark on the examination and the average in class work.

Promotion to the grade of Library Aide depends on the grade made in both the Apprentice Course and the general examinations, and also on the excellence of the regular work.

Those who offer only a high school education or have not finished their college course will usually continue as Apprentices for the year following the Apprentice Course, before promotion to Library Aide.

Younger staff members who prove stronger in routine work than in knowledge of books will be promoted as Clerks rather than as Assistants.

There are many positions in the Library for which there must be a certain fixed maximum of salary, as the position does not warrant

## *Personnel Administration*

pay beyond that amount. This amount may be below the maximum of the grade, for a person holding that position, and therefore an increase in pay for that person or promotion to another grade must depend on a suitable opening.

## *Schemes of Service*

### SERVICE, LEAVES, VACATIONS AND SICKNESS RULINGS IN THE MONTCLAIR PUBLIC LIBRARY

#### SERVICE

Normal working conditions in the Montclair Public Library are in general those of the standard set by the more liberal large libraries. The rules in effect April, 1930, in regard to service, vacations, leaves and sickness are as follows:

#### HOURS

Members of the staff who qualify as librarians work not more than five days a week.

The maximum number of hours required is forty.

A full hour each for dinner and for lunch is compulsory. Drop days are neither required nor permitted. Short lunch hours are neither required nor permitted.

For assistants required to be on duty at night the working day ordinarily begins at one o'clock and ends at nine with one full hour for dinner. Although seven hours is the actual time the assistant works, this time is counted in the assistant's schedule as being eight full hours of service.

#### HOLIDAYS

The library is closed on Sundays.

The library is closed on the holidays legal in New Jersey. These are New Year's Day, Lincoln's Birthday, Washington's Birthday, Good Friday, Memorial Day, Independence Day, Labor Day, Columbus Day, General Election Day, Armistice Day, Thanksgiving Day, Christmas Day. Only in very exceptional circumstances has an assistant been asked to work on days when the library is closed.

The library is closed every Saturday during July and August and on the Saturday immediately preceding Labor Day.

The library closes at six o'clock on Tuesday, Thursday and Saturday evenings during July and August.

## *Personnel Administration*

### **SALARIES**

Salaries are paid monthly at the end of the month except that salaries for December are paid before Christmas Day, and salaries for vacation periods are paid in advance if requested.

### **VACATIONS**

Each member of the professional and clerical staff who has been eleven months in the service receives a vacation of thirty working days (Sundays and holidays excluded).

Full time professional workers, who have been five years in the service and who plan to continue therein, receive three months additional vacation with pay for travel outside the United States or for formal study.

Full time assistants in the service more than a year who resign in good and regular standing receive payment for the vacation due. Such vacation time is calculated on the basis of two and a half working days for each month of service since January 1st of the current year.

### **PROVISION IN CASE OF SICKNESS**

The library carries employer's liability as required by the New Jersey State law including insurance against accidents, to the edge of the library sidewalk, and in addition carries accident insurance on occupants of the library car.

Sickness is covered by a cumulative sick plan, based on a seventy-five working day maximum over a term of five years.

No member of the staff while suffering with a contagious disease (including a cold in its contagious stage) may report for duty.

### **PENSIONS**

The library has no pension plan inasmuch as the present New Jersey pension law does not include librarians.

### **EDUCATIONAL PROGRAM**

One full day a year is granted and is compulsory for the visiting of other libraries.

## *Schemes of Service*

When the public business permits, time is granted to travel to and from and to attend library conferences. The library budget contains an item for partial payment of expenses to assistants selected to attend a library conference.

Time to attend the State Summer Library School or other approved library school is paid in full by the library to an assistant who attends the course, provided the schedule of the library permits such attendance. To such an assistant the library will pay an additional week's vacation.

Time is given assistants to attend courses and lectures and other meetings at any time during the year tending to improve their professional advancement or standing.

Leaves without pay are granted for study or travel by the board, on recommendation of the librarian, for definite periods fixed ahead of time.

# APPENDIX III

## Typical Forms and Records

PERSONALITY RATING SCALE					
The information on this sheet is Confidential					
(Name of applicant)			(Address)		
<p>Selection of candidates for appointment is based on scholastic records of achievement, health, and other factual records. Personality, difficult to evaluate, is of great importance. You will greatly assist in the selection of the applicant named if you will rate her with respect to each question by placing a check mark on the appropriate horizontal line at any point which represents your evaluation of the candidate. It is not necessary to locate it at any of the division points or above a descriptive phrase.</p> <p>If you have had no opportunity to observe the applicant with respect to a given characteristic, please place a check mark in the space at the extreme right of the line.</p> <p>Please return this sheet to The Public Library, Washington, D. C.</p>					
How does her appearance and manner affect others?	Avoided by others	Tolerated by others	Liked by others	Well liked by others	Respected by others
Does she need constant prodding or does she go ahead with her work without being told?	Needs much prodding in doing her work	Needs occasional prodding	Does not need prodding at her own accord	Completes assigned work without any work	Seeks and goes on to do better and better
Does she get others to do what she wishes?	Probably unable to get her subordinates	Lets others take lead	Encourages others to take lead	Sometimes leads in important affairs	Disciplines marked ability to lead her subordinates, makes things go
How does she control her emotions?	Too easily moved to anger or excitement, etc.	Tends to be over emotional	Usually well balanced	Well balanced	Usual balance of emotions and control
Has she a program with definite purposes in terms of which she distributes her time and energy?	Absent	Absent but not definite	Has a definite program	Has a definite program with fairly definite purposes	Has a definite program with well defined objectives
Does she show a cooperative spirit in adapting this program to the best interests of the library? Yes _____					
No _____					
How well do you know this applicant? _____					
_____					
(Signature)		(Position)		(Address)	
Date	(over)				

Adapted from form prepared by Committee on Personality Development, American Council on Education, 26 Jackson Place, Washington, D. C.

P. L. 581 10-504 191

SCALE USED BY THE PUBLIC LIBRARY OF THE DISTRICT OF COLUMBIA



# *Typical Forms and Records*

<p>Date of birth</p> <p><b>EDUCATION</b></p> <p>General</p> <p>Library</p> <p>Special</p> <p>Library Experience</p> <p>Other Experience</p>										<p>Probationary appt.</p> <p>Permanent appt.</p> <p>Resigned</p> <p>Reason</p> <p>Name, address and telephone number of person to be notified in emergency:</p>									
Date	Assignment	Grade	Salary	Experience in	Date	Assignment	Grade	Salary	Experience in										

PROGRESS REPORT, PUBLIC LIBRARY OF THE DISTRICT OF COLUMBIA [OVERSE]

INTERVIEWS					
DATE	SUPERVISOR	DATE	PERSONNEL OFFICE	DATE	Efficiency Rating

PROGRESS REPORT [REVERSE]

# Personnel Administration

Form 3200—(April 1935)  
U. S. Civil Service Commission

CLASSIFICATION SYMBOLS		
Service	Grade	Class

## SERVICE RATING FORM

(Read instructions on back of this form)

Check one:

Supervisory ☐  
Nonsupervisory ☐

Name \_\_\_\_\_ Department \_\_\_\_\_

(Bureau) (Division) (Section) (Subsection)

On lines below mark employees:  
✓ If neither strong nor weak point.  
- If weak point.  
+ If strong point.

1. Underline the elements which are especially important in the position.
2. Mark nonsupervisory employees on all elements except those in *italics*.
3. Mark supervisory employees on all elements.

In boxes below rate employees:  
1 or 2 If Excellent.  
3 or 4 If Very Good.  
5 or 6 If Good.  
7 or 8 If Fair.  
9 or 10 If Unsatisfactory.

### I. QUALITY OF PERFORMANCE

- ..... (a) Acceptability of work; thoroughness.
- ..... (b) General dependability; accuracy.
- ..... (c) Neatness and orderliness of work.
- ..... (d) Skill with which the important procedures, instruments, or machines are employed in performing his duties.
- ..... (e) *Effectiveness in getting good work done by his unit.*

Rating Officer ☐

Supervising Officer ☐

### II. PRODUCTIVENESS

Base rating primarily on element (a), if known; otherwise on (b) and (c).

- ..... (a) Amount of work accomplished.
- ..... (b) Application of time, interest, and energy to duties; industry.
- ..... (c) Promptness in completing assignments; speed.
- ..... (d) *(State any other elements of this class considered)*
- ..... (e) *Effectiveness in securing adequate output from his unit.*

☐

### III. QUALIFICATIONS SHOWN ON JOB

- ..... (a) Knowledge of duties and related information.
- ..... (b) Ability to learn and to profit from experience.
- ..... (c) Judgment, sense of proportion, common sense.
- ..... (d) Initiative and resourcefulness.
- ..... (e) Cooperativeness; ability to work with and for others.
- ..... (f) *(State any other elements of this class considered)*
- ..... (g) *Effectiveness in developing and training employees.*
- ..... (h) *(Custodial only) Ability to perform such physical work as the job requires.*

☐

Sum of ratings . . . \_\_\_\_\_

Rated by \_\_\_\_\_ (Rating officer) \_\_\_\_\_ (Date)

#### Report to employee

Reviewed by \_\_\_\_\_ (Reviewing officer) \_\_\_\_\_ (Date)

On the whole, do you consider the department and attitude of this employee toward his work to be satisfactory? . . . (Answer "Yes", "No", or "Fairly so")

Sum of Ratings	Report to Employee	Guidance
1 - 7	Excellent.	Promoteable within grade if below top salary.
8 - 13	Very Good.	Promoteable within grade if below top salary.
14 - 19	Good.	No salary change if receiving middle salary or above; if below middle, promoteable not beyond middle salary.*
20 - 24	Fair.	Reduce one step if above middle salary.*
25 - 30	Unsatisfactory.	Dismiss from present position.

\* For Co-3 and Co-4, the fourth salary rate will be considered the middle salary.

16-5001

EFFICIENCY OR SERVICE RATING FORM, U. S. CIVIL SERVICE COMMISSION [OVERSE]

# Typical Forms and Records

## CONDUCT REPORT

(This space is to be used in case the question on the face of the sheet, regarding the employee's department and attitude, has been answered "No" or "Fairly so." In such a case give here a full statement of the particulars in which the employee's conduct has been unsatisfactory.)

(Rating officer)

### INSTRUCTIONS TO RATING OFFICERS

1. Compare the qualifications and performance of each employee, as demonstrated by his work, with the actual needs of the position, considering the conditions under which the work must be done. Beginning with the lowest grade (CAF-1, P-1, SP-1, C-1, or CM-1), rate each series of classes (such as Junior Stenographer, CAF-2, Senior Stenographer, CAF-3, etc.) as a separate group. Keep in mind reasonable standards of performance for the various grades. The same rating standards should be applied to all competing employees in the same grade, irrespective of the fact that some may be receiving compensation at the minimum pay rate of the grade and others at higher rates.

2. The elements (a), (b), (c), etc., listed under each title (I, II, III) are not of equal importance. Underline the elements which are especially important in the position.

3. If the performance of an employee is neither strong nor weak with respect to an element, put a check mark (✓) on the line at the left of the element; if weak, a minus (-); if strong, a plus (+).

Differentiate carefully among the several elements. Extreme care should be taken to avoid basing .11 marks on some one strong or weak characteristic of the employee. A person who deserves a plus or minus on one element does not necessarily merit the same mark on all elements.

4. If in your judgment the employee is excellent on "I. Quality of Performance", indicate this by 1 or 2 in the box at the right;  
if very good..... by 3 or 4  
if good..... by 5 or 6  
if fair..... by 7 or 8  
if unsatisfactory..... by 9 or 10

Indicate your ratings on titles II and III in the same manner.

The numerical ratings on the titles (I, II, and III) are not derived by a mechanical summary of the element marks, but depend on the best judgment of the rating officer as to how well the employee meets the broader requirements of the position. This judgment is assisted by the element marks, but is not rigidly determined by them. These marks insure that the employee's performance on the elements which affect Quality of Performance, Productiveness, and Qualifications Shown on the Job will be considered.

5. The rating to be reported to the employee by the board of review is the adjective corresponding to "Sum of ratings" on I, II, and III, as given in the table at the bottom of the rating form.

6. Marks and ratings should first be made lightly with pencil. After all your employees have been rated, compare and consider the marks and ratings assigned to the various employees in the same classes, make any necessary alterations, and indicate the marks and ratings in black ink.

7. The name of an employee rated in a service of less than 90 days should be followed by the notation, "Less than 90 days."

8. The question on department should be answered "Yes", "No", or "Fairly so." If the answer is "No" or "Fairly so", it should be explained in the space provided above. Rating officers should not allow unsatisfactory conduct to influence marks or ratings, except as it may actually affect an employee's performance on some specific element or elements.

9. Complete the ratings promptly. Submit the signed and dated rating forms to the reviewing officer.

### INSTRUCTIONS TO REVIEWING OFFICERS

1. Compare the marks and ratings assigned by the different rating officers under your supervision, noting such corrections as may be necessary to secure reasonable uniformity of standards and accuracy in the marks and in the ratings.

2. Make corrections with red ink, but do not cross out or erase the marks or ratings made by the rating officer. Before any marks or ratings are actually discussed them with the rating officer.

3. Submit the signed and dated rating forms to the board of review promptly.

## Personnel Administration

Department																																					
Name			Designation			Salary			Appointed																		1938										
																											Leave taken										
Address			Bureau No.			P. C. B. No.			Class			Grade			Phone															ANNUAL SICK VACATION UNPAID LEAVE FURLOUGH							
1938	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31						
Jan.	H	S						S							S								S							S							
Feb.						S							S							S	H						S	X	X	X							
Mar.					S								S							S							S										
Apr.			S						S							S								S												X	
May	S							S							S								S							S	H						
June					S						S							S							S											X	
July			S	H					S							S								S												S	
Aug.						S							S										S					S									
Sept.				S	H						S								S							S										X	
Oct.		S						S								S								S							S						
Nov.					S								S							S					H			S								X	
Dec.				S								S								S					S	H											
TOTAL																																					

LEAVE RECORD, DISTRICT OF COLUMBIA GOVERNMENT

## APPENDIX IV

### List of Library Tasks\*

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#### PROFESSIONAL

##### *Administrative work*

Determining number and kind  
of departments and scope of  
their work  
Determining policies and  
methods  
Initiating and carrying out  
new activities  
Determining reports, records  
and statistics to be kept  
Studying reports, records and  
statistics  
Making community contacts  
Making contacts with officials  
and higher authorities  
Making surveys  
Deciding on number and loca-  
tion of branches and other  
agencies  
Preparing budget  
Supervising expenditures  
Supervising building and  
equipment  
Preparing reports and making  
recommendations to govern-  
ing body

#### NONPROFESSIONAL

##### *Administrative work*

Keeping books  
Counting cash  
Taking dictation  
Other clerical and secretarial  
work connected with admin-  
istration

\*Classified to show the distinction between professional and nonprofessional work in a library.

## *Personnel Administration*

### PROFESSIONAL

#### *Personnel work*

- Selecting employees
- Making rules and regulations governing employees
- Classifying employees
- Assigning duties
- Recommending rates of pay
- Supervising personnel records
- Conducting staff meetings
- Making staff schedules
- Making efficiency reports
- Encouraging and supervising efficiency, self improvement, welfare, etc.

#### *Publicity*

- Writing articles for papers and magazines
- Giving talks
- Arranging for distribution of posters, lists, etc.
- Contacting community groups
- Composing various publicity material

#### *Book selection*

- Reading and research necessary to keep in touch with books available
- Checking catalogs, lists, book reviews, etc., for books needed
- Looking up books on subjects needed
- Deciding on duplication and substitution
- Deciding on titles to be discarded

### NONPROFESSIONAL

#### *Personnel work*

- Checking time records
- Preparing payroll
- Keeping various personnel records

## *List of Library Tasks*

### PROFESSIONAL

Passing on gifts  
Examining books sent on approval  
Visiting book stores and publishers' displays  
Attending book meetings  
Reviewing books in book meetings  
Investigating needs of schools, study clubs, etc.  
Statistical and other research needed to keep the book collection balanced  
Budgeting book fund  
Selecting documents, pamphlets and free material  
Deciding on editions

#### *Book ordering*

Deciding on placement of orders  
Arranging for suitable discounts  
Corresponding with publishers and book dealers  
Interviewing salesmen  
Supervising book budget records  
Searching for order data which requires extensive knowledge of library technique  
Searching for out-of-print items  
Following up overdue orders  
Supervising document ordering  
Supervising the handling of exchanges and continuations

### NONPROFESSIONAL

#### *Book ordering*

Searching for simple order data  
Filling order cards  
Typing order lists  
Filing order cards  
Checking bills with books  
Acknowledging and recording gifts  
Clipping checked book reviews  
Checking book lists with the catalog  
Clerical work on records  
Checking receipt of serials and continuations

## *Personnel Administration*

### PROFESSIONAL

#### *Accessioning*

Supervising recording of accessions

#### *Cataloging and classification*

Classifying books

Assigning subject headings and cross references

Reference work connected with classifying and cataloging

Making main entry card

Revising cards made by typists

Revising filing in card catalog

Assigning book numbers

Deciding on needed reclassification

Correcting errors and inconsistencies in the catalog

#### *Physical upkeep of books, etc.*

Inspecting shelves for condition of books

Deciding whether books shall be mended, bound or discarded

### NONPROFESSIONAL

#### *Accessioning*

Keeping accession records

Copying accession data in new books

#### *Cataloging and Classifying*

Typing added entry and shelf list cards

Withdrawing books from records

Ordering Library of Congress cards

Changing classification numbers on books and records

Filing cards

#### *Preparing books for the shelves*

Opening books

Collating books and magazines

Stamping and perforating books

Labeling books

Shellacking books

Typing and pasting book plates, date slips, pockets

#### *Physical upkeep of books, etc.*

Mending books

All bindery routine

Routine of discarding books

Cleaning books



## *List of Library Tasks*

### PROFESSIONAL

Preparing specifications for binding  
Selecting materials for binding  
Negotiating and corresponding with bindery

#### *Circulation and registration*

Determining rules and regulations  
Handling complaints, arguments, etc.  
Supervising work of nonprofessional assistants  
Studying methods of routine to improve efficiency  
Planning forms and records  
Explaining use of the library to new patrons

#### † *Work with children*

Conducting story hours  
Conducting clubs  
Planning and carrying out reading projects  
Instructing in the use of the library  
Visiting schools  
Making contacts with groups and organizations working with children

#### *Reference work*

Answering "ready reference" questions

### NONPROFESSIONAL

Making pamphlet and magazine covers  
Reinforcing pages of new books  
Mounting maps  
Making portfolios  
Mounting pictures

#### *Circulation and registration*

Issuing and receiving books  
Slipping books  
Renewing books  
Reserve records and routine  
Overdues records and routine  
Sorting and filing book cards  
Counting and recording statistics  
Routine of registering borrowers

† Activities common to other branches of library work are omitted here.

## *Personnel Administration*

### PROFESSIONAL

### NONPROFESSIONAL

Extended searching for information  
Assisting patrons to find material  
Making lists and bibliographies  
Indexing  
Organizing and maintaining various information files  
Selecting and classifying maps, clippings, pictures, etc.  
Examining new reference books and keeping up with new sources of information

#### *Advisory work for readers*

Assisting readers to find books on subjects desired  
Recommending books  
Answering questions involving knowledge of books or broad general information  
Preparing reading lists  
Preparing reading courses  
Preparing club programs  
Organizing and conducting work with the R.W.A.P. courses  
Writing book annotations  
Giving book reviews  
Indexing book review periodicals  
Maintaining various files and records giving information about books  
Planning book exhibits  
Organizing and conducting book discussion groups

## *List of Library Tasks*

### PROFESSIONAL

Promotion of good reading for  
the 'teen age  
Other activities for the promo-  
tion of good reading

#### *Work with periodicals and news- papers*

Selecting newspapers and peri-  
odicals  
Deciding on duplication  
Placing orders  
Supervising the making up of  
volumes for binding  
Supervising the handling of  
magazine exchanges  
Deciding on titles to be bound  
Correspondence about missing  
numbers, errors, etc.  
Listing and annotating out-  
standing articles

#### *Stations and‡ small county branches*

Making up collections  
Visiting and supervising agen-  
cies  
Arranging for location of agen-  
cies

#### *Classroom libraries*

Selecting and grading books  
for collections  
Correspondence and other  
contacts with teachers  
Examining collections when  
returned

### NONPROFESSIONAL

#### *Work with periodicals and news- papers*

Keeping periodical and news-  
paper records  
Preparing newspapers and  
periodicals for use  
Keeping periodical shelves and  
tables in order

#### *Stations and‡ small county branches*

Preparing collections for ship-  
ment  
Receiving and checking col-  
lections when returned  
Keeping stations records

#### *Classroom libraries*

Preparing collections for ship-  
ment  
Receiving and checking collec-  
tions when returned  
Keeping necessary records

‡ Corresponding to A.L.A. definition of stations.

## *Personnel Administration*

### PROFESSIONAL

#### *Shelf work*

Supervising shelves for order,  
condition of books, poor  
classification, etc.  
Taking inventory

#### *Miscellaneous*

Attending staff meeting, conferences, etc.  
Reading professional literature  
Visiting libraries  
Preparing reports  
Maintaining bulletin boards  
(current events, educational opportunities, etc.)

### NONPROFESSIONAL

#### *Shelf work*

Reading shelves  
Shelving books  
Getting out and replacing  
books  
Assisting with inventory

#### *Miscellaneous*

Cutting out pictures and clippings  
Stamping and lettering  
Keeping statistical records  
Keeping reading rooms in order  
Typing  
Mimeographing, multigraphing and other duplicating processes  
Recording, storing and issuing supplies  
Making posters  
Sorting and filing

—California Library Association,  
Handbook and Proceedings of the Annual Meeting, 1932  
p.58-62.

## APPENDIX V

### Typical Hospitalization Plan

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#### GROUP HOSPITALIZATION, INCORPORATED

Group Hospitalization, Incorporated is operated for the sole purpose of serving the people of Washington. So that the men and women of the city might be able to budget easily for the hospital care they need, without delay, worry, or inconvenience—a number of the outstanding citizens of Washington sponsored Group Hospitalization, Incorporated in 1933, and have since operated it as a civic non-profit enterprise.

Without cost to the subscribers, the time, ability, experience, judgment, and effort of these citizens have been given to the development and administration of the organization. Serving without pay, they have assumed the responsibility of giving to Washington, in Group Hospitalization, Incorporated, an institution of unquestioned stability—sound in its principles, honest in its dealings, fair in its practices, and efficient and economical in its operation.

Because its members have regarded their responsibility as a sacred trust, the Board of Trustees has administered the plan with caution and prudence. It has offered only such benefits as it has felt, beyond any question, could be fully delivered to the subscriber.

It is the definite policy of the Board to offer additional benefits when it is convinced that such additional benefits can be offered without impairing the integrity of the plan or lessening the security enjoyed by the subscriber.

#### ELIGIBILITY REQUIREMENTS

A person regularly employed by an organization in which a group is formed, who is under the age of 65 years, who is in sound health, and who knows of no condition which might require hospital care, is eligible to subscribe to the Hospital Service Plan.

Participation is available to the age of 65 years for the subscriber,

## *Personnel Administration*

65 years for the spouse, and 18 years for the children. Benefits to any participant, however, will continue to the expiration of the contract year in which such participant has reached his or her age limit.

Group Hospitalization, Incorporated offers

Hospital care up to 21 days in any contract year.

More than one admission if necessary.

Semi-private accommodations for adult participants and juvenile ward for children.

General nursing care.

Ordinary medications.

Use of the operating room as frequently as necessary within the 21 days allowed.

Surgical dressings.

Routine laboratory examinations which include urinalysis and complete blood count.

Obstetrical care or care for conditions incidental to or resulting from pregnancy is offered in the *Subscriber-Spouse* and *Subscriber-Family* contracts after more than ten months participation in the plan.

Use of the delivery room is offered in the *Subscriber-Spouse* and *Subscriber-Family* contract after more than ten months participation in the plan.

If more than 21 days' care is needed, participating member hospitals will offer a discount of 10 per cent for accommodations similar to those offered under the plan.

Private room service in any participating hospital may be obtained by paying the difference between the rate charged for semi-private accommodations and the rate charged for the room and service desired.

Provision is made for hospitalization in other cities in the event of an accident or an acute illness occurring while the subscriber is out of the city of Washington.

### SERVICES NOT INCLUDED

The benefits offered by this contract do not include the services of the subscriber's or family member's attending physician or surgeon, radiologist, pathologist, physiotherapist, anesthetist, special nurses or their board.

Hospital service for pulmonary tuberculosis (after diagnosis as such), venereal disease, quarantinable disease, alcoholism, drug addiction, mental disorder, or any case provided for under the Workmen's Compensation law is not included in the benefits offered by this agreement.

In the Hospital Service Plan for self only (*Subscriber Contract*) no benefits are offered for obstetrical care or cases incidental to or resulting from pregnancy.

## *Typical Hospitalization Plan*

No service can be provided for the treatment of any ailment known by the subscriber or family members to exist at the time of the subscriber's application for participation in the plan.

### YOUR CHOICE OF CONTRACT

1. *The Subscriber Contract:* This contract is available to the employed subscriber. It offers 21 days of hospital care to the subscriber in any one contract year. This contract does not offer obstetrical care or care for any condition incidental to or resulting from pregnancy. The rate is 65c per month.

2. *The Subscriber-Spouse Contract:* This contract is available to the employed subscriber and his or her spouse (husband or wife). It offers 21 days of hospital care to the subscriber and 21 days to the spouse within any one contract year. It offers benefits for obstetrical care or care for conditions incidental to or resulting from pregnancy after the contract has been in continuous effect for more than 10 months. The rate is \$1.50 per month.

3. *The Subscriber-Family Contract:* This contract is available to the employed subscriber, his or her spouse, and their unmarried children under the age of 18 years. It offers 21 days to the subscriber, 21 days to the spouse, and a total of 21 days for all the children together within any one contract year. It offers benefits for obstetrical care or care for conditions incidental to or resulting from pregnancy after the contract has been in continuous effect for more than 10 months. The rate is \$2.00 per month.

*Enrollment Fee:* The only other charge is a small enrollment fee of one dollar for each contract.

### YOUR APPLICATION

It is essential that you fill out COMPLETELY your Application for Participation. Since any incomplete application must be returned for the missing information before a Certificate can be issued, it will save your time and that of your group's treasurer if you will observe this simple requirement.

If applying for a *Subscriber Contract*, include no information regarding family; if applying for a *Subscriber-Spouse Contract*, include no information regarding children; and, if applying for a *Subscriber-Family Contract*, include all information regarding self, spouse and unmarried children under the age of 18 years.

## *Personnel Administration*

### MEDICAL PROFESSION APPROVES

The plan as operated by Group Hospitalization, Incorporated has the unqualified endorsement of the Medical Society of the District of Columbia. Its provisions have been carefully worked out in order to assure the public the benefits of the private relationship of the physician to his patient. It is operated on a high plane consistent with the noble traditions of the profession and the hospitals.

### CHOICE OF HOSPITAL

Subscribers and their physicians have the choice of the largest and finest hospitals in Washington, subject, of course, to the regular rules and regulations of each hospital. All have been approved by the Medical Society of the District of Columbia. Participating member hospitals are:

Central Dispensary & Emergency Hospital  
Children's Hospital  
Columbia Hospital for Women  
Eastern Dispensary & Casualty Hospital  
Episcopal Eye, Ear & Throat Hospital  
Garfield Memorial Hospital  
George Washington University Hospital  
Georgetown University Hospital  
National Homeopathic Hospital  
Providence Hospital  
Sibley Memorial Hospital

### AWAY FROM HOME

All new contracts provide for hospitalization in other cities in the event of an accident or an acute illness occurring while the subscriber is out of the city of Washington.

### NEW AND ADDITIONAL BENEFITS

1. *Medicines*—Previously only ordinary and routine medicines have been offered. From April 1, 1939 all medicines and medicants (except sera and oxygen) will be provided to subscribers hospitalized in participating member hospitals.

2. *Rate Reduced* for the Subscriber-Family Contract (Contract Number 3) from \$2.00 per month to \$1.75 per month as of April 1st.

3. *Twenty-one Days for Each Child*—Previously a total of 21 days'



## *Typical Hospitalization Plan*

care has been given for all children combined. From April 1, 1939, 21 days' care, if needed, will be available to each child covered in the contract.

All subscribers who have been in the plan for one year or more continuously, and under whose contract no hospitalization has been provided in the *preceding* contract year, will be given:

4. *Thirty days* of hospital care, if needed, instead of 21 days as heretofore; and, to allow for

5. *Six Months' Care*, each such subscriber will be given care in participating member hospitals at one half of the hospital's rate for room service in semi-private accommodations for any confinement beginning within the 30 days above allowed and extending continuously for a period not to exceed six months from the date of such admission.

NOTE: Benefits one and five are available only in the participating member hospitals listed on the subscriber's certificate.

## APPENDIX VI

### Dissatisfactions of the Young Librarians

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#### REPORT OF COMMITTEE ON PERSONNEL\*

The Committee on Personnel Reorganization met on December 8, 1937 and January 7, 1938. It was composed of:

Miss Frances L. Alexander  
Mrs. Catherine M. Houck  
Mrs. Nancy M. Haynes

Mr. Philip J. Stone  
Mr. George B. Moreland  
Miss Edith R. Saul, chairman

For some time past there have appeared in our professional periodicals, articles by "dissatisfied" younger librarians, whose voices have been raised in both constructive and destructive criticism. From these articles were culled recurring complaints and suggestions to form the basis for the committee's discussions. Among these complaints of the younger librarians to appear in print were:

Too much monotony and routine

Too little opportunity for initiative and responsibility

Not enough chance to offer suggestions for changes and improvements

Promotions too uncertain

Not enough opportunity to specialize in subject matter

In discussing these points of dissatisfaction and possible remedies many different ideas were brought to the fore. Going back to the first step in a library career—the whole committee agreed that *library schools should be more selective*, that they should require a degree from a good college, that they should require at least a year's practical experience before admission, that the course in technical library

\*Report of Committee on Personnel of the Public Library of the District of Columbia.

## *Dissatisfactions of the Young Librarians*

work should be presented against a background which does justice to a college graduate's I.Q., that no degree in library science be given to anyone who does not show aptitude for the work. The committee agreed that these suggestions have been reiterated countless times but they could not resist the opportunity to repeat them. The first place to begin improving conditions for the younger librarian is to give fewer degrees to a more select group of candidates.

The second point of agreement is that *this library should offer a definite apprenticeship* for the younger librarian, this apprenticeship to consist of two definite divisions, clerical and professional. About the exact nature of this apprenticeship there was naturally some difference of opinion.

*Clerical apprenticeship.* Since a certain amount of clerical and desk experience is essential for a public librarian it was felt that this clerical apprenticeship should be designed primarily for college graduates intending to go to library school but also available for a library school graduate who lacks mechanical experience.

Some felt that this should last a year; others thought that more than a year's experience in mechanical work would be valuable if offered throughout the system—children's room, adult department, annex<sup>1</sup>—of long enough duration to be of value to the library and to the individual apprentice.

It was suggested that the salaries for these clerical apprenticeships should be in the \$1260 grade if done before library school and \$1440 if after library school.

One member of the committee felt, and many agreed with her, that these \$1260 positions should be given for a year's duration only, to persons intending to go to library school. In this way pressure would be brought to keep the younger staff moving. If the library schools throughout the country demanded a year's experience for admission this library would have plenty of applicants from college graduates aspiring to go to library school. Others thought that prospective library school students might need more than a year's employment in order to save enough money to go to library school.

During this mechanical apprenticeship the practical functions of

<sup>1</sup>Acquisitions, catalog and binding supervision office.

## *Personnel Administration*

the library are mastered and the technique of handling the public is acquired under careful supervision.

*Professional apprenticeship.* Some felt that if library schools require at least a year's experience before admission it would follow that all library school graduates should be eligible for a \$1620 junior professional position and that if such a position is not available and the library school graduate is willing to work for less in order to be working in the system that would be incidental to the general set-up. Others felt very strongly that the general policy of the Library should be not to offer less than \$1620 to anyone with a library degree if he also had had mechanical experience. As one member stated it, "This involves the whole question of staff morale, for in the past most of the discontent has been found among professional librarians working for \$1260 and \$1440." He pointed out, however, that "an exception to this rule might have to be made for persons who had had their mechanical apprenticeship in this library and who wished to return after library school in spite of no \$1620 vacancies."

This junior professional position of \$1620 is still in the apprentice stage but on a professional level. If a person entering this transitional position has not had experience throughout this library he should be carefully conducted around to every division so that he gets a bird's-eye view of the whole work of the system. Some of the committee felt the desirability of having special time assigned for reading and examining books by younger staff members in these junior professional brackets.

At this point, the librarian, having acquired a library degree, mastered the desk and clerical technique, and received some impression of the whole field of library work, is now ready to choose his own type of professional work, and under supervision he embarks on what he intends as a career.

Alongside these junior professional positions would be a *separate system of purely clerical positions*. Within this system persons could rise without a professional degree. As one member writes, "This permanent clerical (as distinguished from those engaged in their clerical apprenticeship) should include a few circulation desk clerks, the supervisors and assistant supervisors of circulation desks through-

## *Dissatisfactions of the Young Librarians*

out the system, the clerical positions in the administration office, and those at the annex.<sup>2</sup> It should be possible for a clerical worker to advance to a vacancy in any part of this clerical service. A certain amount of business school training plus college graduation should be required for clerical positions if we are to have the best type of clerical service. It is questionable, however, if stenography should be required, since there are only two or three positions in the system requiring it." These permanent clerical positions would be paid as high as \$2000. The material advantage of the professional positions is that there are more higher-paid positions to which to aspire. The quicker promotions, as well as more inspiring work, would compensate for the effort of going to library school.

The committee was quite divided in their opinions about *establishing a more defined system of promotions*. Some felt that the individual staff member needed such a definite system of promotions, based on length of service and efficiency ratings, to protect his interests against any personal discrimination. Others felt that the service was better served by leaving promotions entirely up to the administrators, who should be above any personal bias in appointments and promotions. Everyone agreed however that the administrators have a duty to be frank with the staff, both personally through conferences and impersonally through meetings, so that each staff member can be warned where he stands in the event of future promotions opening up. If a person enters the system, offering the required qualifications, he has a tacit agreement with the library that he will be promoted if he is doing his work properly. The majority of the committee seemed to feel that well-defined qualifications for admission into the professional positions were more to be desired than a rigidly defined system of promotions. There were dissenting opinions, of course, and everyone agreed that the subject was big enough to demand much more discussion than the committee was qualified to give.

The next question discussed was the desirability of a *permanent organization* through which the younger staff members could voice their opinions both about conditions which affect them alone and

<sup>2</sup>*Ibid.*

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about possible changes in the library. Every one recognized the danger in dividing the staff on an employer-employee basis, a division which is inconsistent with the nature of our work. One suggestion which received attention was that the librarian or assistant librarian appoint a selected committee of staff members receiving a \$2,000 salary or less for the purpose of discussing junior staff problems. Others thought a committee should be appointed by department heads, branch and subbranch librarians on a representative principle. It was felt that whereas a staff member could go personally to the assistant librarian with any personal problem there was a possibility that impersonal dissatisfactions affecting the whole staff might arise which the younger members could not voice without the protection of an organization. If such an organization acted as an organ of the administration in discovering and dispelling dissatisfactions, false impressions and complaints the results would tend to produce harmony and contentment desirable in any well run business.

The question of *specialized subject work*, the trend toward specialized departments in the Central Library, and its effect on qualifications and promotions within the staff was discussed at length. The majority opinion seemed to be that although a person appointed to do specialized work should certainly have a working knowledge in the field, the important qualification was the training in library technique. Everyone felt that a public library has as its prime function that of dealing with the general reader. In this city are many technical, special and reference collections available to the specialist. Therefore, the specialized work needed in this library should be mostly in the field of careful book selection for the general public, contact with community groups, convenient shelving arrangement, and sorting of the mass of questions according to subject. All this, many of the committee agreed, could be handled by a well-educated, professionally trained, experienced librarian and does not need a highly trained expert. It was recognized that a librarian in charge of such a special division must have some personal affinity for the subject matter. For instance, a person who had majored in economics in college and retained a continual interest in the subject might not be capable of presiding over the religion, philosophy or

## *Dissatisfactions of the Young Librarians*

belle lettres collection—although it is quite possible that he might do so with pleasure and efficiency.

If, however, the policy of this library is to continue to give the cream of the specialized work to nonprofessionally trained people, it seemed to the committee that qualifications should be laid down to define what constitutes a "specialist" out of fairness to the persons on the staff who are professional librarians.

The committee realized fully that there were many angles to this problem of specialized positions which could not be discussed or "solved" by them and that the whole subject of specialized work in a public library offers untold matter for profitable debate.<sup>3</sup>

The committee felt that the spirits of the staff would be raised considerably if there were *increments* to look forward to, even if no promotions opened up. It was pointed out that public school teachers received regular increases and that public librarians deserved them just as much. Some favored automatic increases, others the principle of giving increments for merit.<sup>4</sup>

It seemed to the committee that since so much of the situation in Washington is unique, and since the discussions were centered on this library system, this report could not be of wide enough scope to offer to any professional journal.

The two meetings brought forth many articulate opinions and the committee was grateful for the opportunity to discuss problems which they shared with each other and with other junior librarians in other systems, quite conscious of the fact that there is much more to be said on each problem than was said or thought of in the two meetings held. As one member put it, "It was realized that a number

<sup>3</sup>The above grew out of a misconception and was cleared up to the satisfaction of all by the statement of the administration officers that appointments as heads of special subject departments would be made from members of the staff if any one had the necessary qualifications. If no member of the staff was available, then library schools would be canvassed and only when no librarian was found having the necessary qualifications would appointment be made of a nonlibrary trained person.

<sup>4</sup>Increments for the library staff are dependent upon the general policy for employes of the D. C. government determined annually by the Commissioners, U. S. Budget Bureau and the Congressional committees on appropriations.

### *Personnel Administration*

of questions, such as salaries, classification of positions, and regularity of promotion, are beyond the control of the library authorities" as much as beyond the control of the most junior assistant.



## APPENDIX VII

### Code of Ethics for Librarians

*Adopted by the A.L.A. Council, December 1938*

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#### PREAMBLE

1. The library as an institution exists for the benefit of a given constituency, whether it be the citizens of a community, members of an educational institution, or some larger or more specialized group. Those who enter the library profession assume an obligation to maintain ethical standards of behavior in relation to the governing authority under which they work, to the library constituency, to the library as an institution and to fellow workers on the staff, to other members of the library profession, and to society in general.
2. The term librarian in this code applies to any person who is employed by a library to do work that is recognized to be professional in character according to standards established by the American Library Association.
3. This code sets forth principles of ethical behavior for the professional librarian. It is not a declaration of prerogatives nor a statement of recommended practices in specific situations.

#### I. RELATION OF THE LIBRARIAN TO THE GOVERNING AUTHORITY

4. The librarian should perform his duties with realization of the fact that final jurisdiction over the administration of the library rests in the officially constituted governing authority. This authority may be vested in a designated individual, or in a group such as a committee or board.
5. The chief librarian should keep the governing authority informed on professional standards and progressive action. Each librarian should be responsible for carrying out the policies of

## *Personnel Administration*

the governing authority and its appointed executives with a spirit of loyalty to the library.

6. The chief librarian should interpret decisions of the governing authority to the staff, and should act as liaison officer in maintaining friendly relations between staff members and those in authority.
7. Recommendations to the governing authority for the appointment of a staff member should be made by the chief librarian solely upon the basis of the candidate's professional and personal qualifications for the position. Continuance in service and promotion should depend upon the quality of performance, following a definite and known policy. Whenever the good of the service requires a change in personnel, timely warning should be given. If desirable adjustment cannot be made, unsatisfactory service should be terminated in accordance with the policy of the library and the rules of tenure.
8. Resolutions, petitions and requests of a staff organization or group should be submitted through a duly appointed representative to the chief librarian. If a mutually satisfactory solution cannot be reached, the chief librarian, on request of the staff, should transmit the matter to the governing authority. The staff may further request that they be allowed to send a representative to the governing authority, in order to present their opinions in person.

### II. RELATION OF THE LIBRARIAN TO HIS CONSTITUENCY

9. The chief librarian, aided by staff members in touch with the constituency, should study the present and future needs of the library, and should acquire materials on the basis of those needs. Provision should be made for as wide a range of publications and as varied a representation of viewpoints as is consistent with the policies of the library and with the funds available.
10. It is the librarian's responsibility to make the resources and services of the library known to its potential users. Impartial service should be rendered to all who are entitled to use the library.

## *Code of Ethics for Librarians*

11. It is the librarian's obligation to treat as confidential any private information obtained through contact with library patrons.
12. The librarian should try to protect library property and to inculcate in users a sense of their responsibility for its preservation.

### III. RELATIONS OF THE LIBRARIAN WITHIN HIS LIBRARY

13. The chief librarian should delegate authority, encourage a sense of responsibility and initiative on the part of staff members, provide for their professional development and appreciate good work. Staff members should be informed of the duties of their positions and the policies and problems of the library.
14. Loyalty to fellow workers and a spirit of courteous cooperation, whether between individuals or between departments, are essential to effective library service.
15. Criticism of library policies, service and personnel should be offered only to the proper authority for the sole purpose of improvement of the library.
16. Acceptance of a position in a library incurs an obligation to remain long enough to repay the library for the expense incident to adjustment. A contract signed or agreement made should be adhered to faithfully until it expires or is dissolved by mutual consent.
17. Resignations should be made long enough before they are to take effect to allow adequate time for the work to be put in shape and a successor appointed.
18. A librarian should never enter into a business dealing on behalf of the library which will result in personal profit.
19. A librarian should never turn the library's resources to personal use, to the detriment of services which the library renders to its patrons.

### IV. RELATION OF THE LIBRARIAN TO HIS PROFESSION

20. Librarians should recognize librarianship as an educational profession and realize that the growing effectiveness of their service is dependent upon their own development.
21. In view of the importance of ability and personality traits in li-

## *Personnel Administration*

brary work a librarian should encourage only those persons with suitable aptitudes to enter the library profession and should discourage the continuance in service of the unfit.

22. Recommendations should be confidential and should be fair to the candidate and the prospective employer by presenting an unbiased statement of strong and weak points.
23. Librarians should have a sincere belief and a critical interest in the library profession. They should endeavor to achieve and maintain adequate salaries and proper working conditions.
24. Formal appraisal of the policies or practices of another library should be given only upon the invitation of that library's governing authority or chief librarian.
25. Librarians, in recognizing the essential unity of their profession, should have membership in library organizations and should be ready to attend and participate in library meetings and conferences.

### V. RELATION OF THE LIBRARIAN TO SOCIETY

26. Librarians should encourage a general realization of the value of library service and be informed concerning movements, organizations and institutions whose aims are compatible with those of the library.
27. Librarians should participate in public and community affairs and so represent the library that it will take its place among educational, social and cultural agencies.
28. A librarian's conduct should be such as to maintain public esteem for the library and for library work.

Respectfully submitted,

John S. Cleavinger

Coit Coolidge

Edwin Sue Goree

Helen L. Purdum

Alfred Rawlinson

Rena Reese

Frank K. Walter

Ruth Worden

Flora B. Ludington, *Chairman*

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